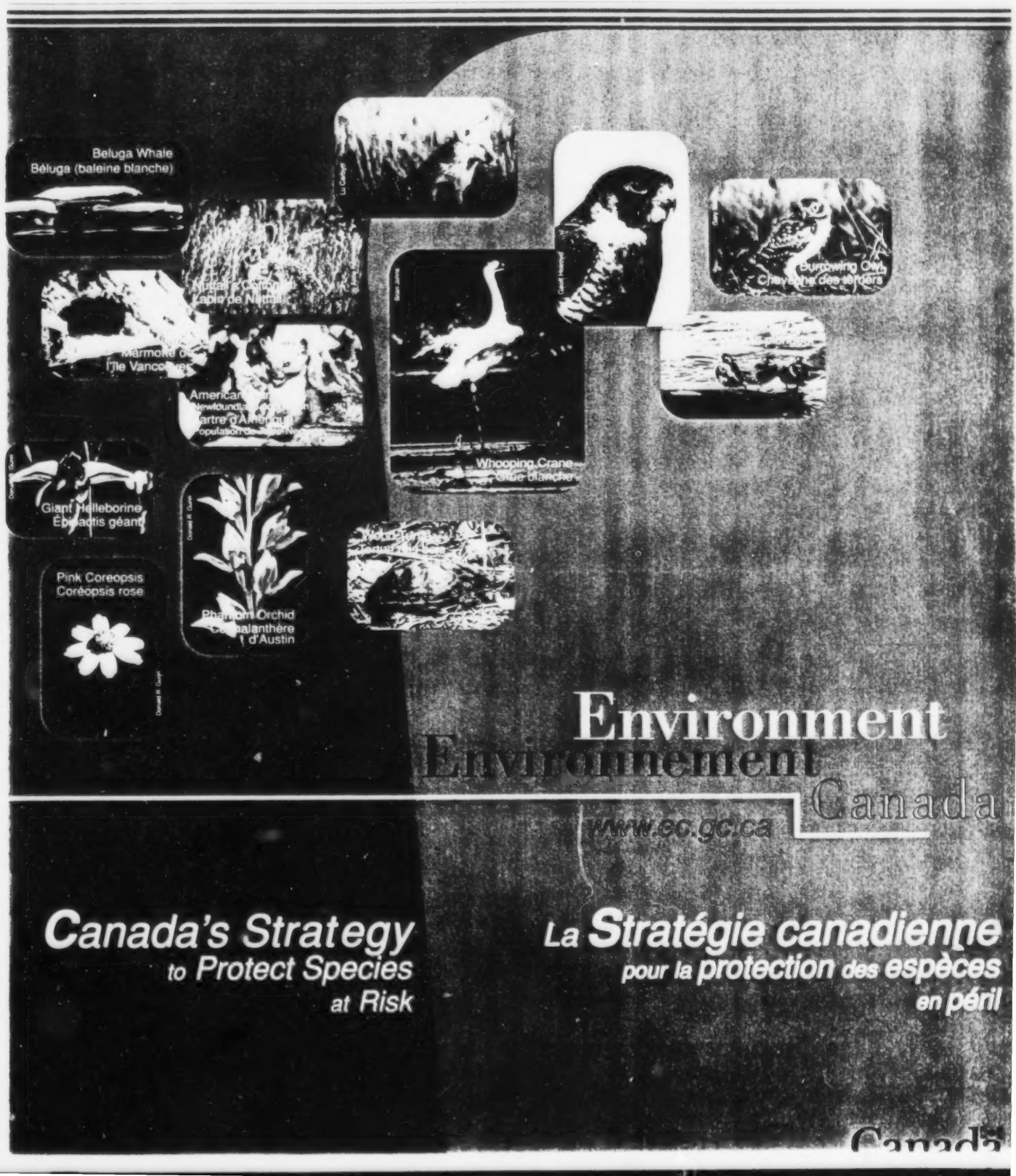
Beluga Whale
Béluga (baleine blanche)
Whooping Crane
Grue blanche
Giant Helleborine
Pink Coreopsis
Coréopsis rose
Phantom Orchid
Burrowing Owl
Chevêche des terriers
Environment
Environnement
Canada
www.ec.gc.ca
Canada's Strategy
to Protect Species
at Risk
La Stratégie canadienne
pour la protection des espèces
en péril
Canada

Minister of the Environment

Ministre de l'Environnement

Ottawa, Canada K1A 0H3

APR 1 1 2000

Dear Interested Canadians:

With the tabling in the House of Commons of the Species at Risk Act (SARA) today, the Government of Canada delivered on major promises made in the Red Book and the Speech from the Throne.

Following lengthy consultations and stakeholder debate, the federal government has developed comprehensive legislation to protect all species on all lands throughout Canada. SARA will ensure that no species becomes extinct as a result of human behaviour. This legislation is the cornerstone of a balanced strategy that works *on the ground* and provides effective habitat protection.

SARA will build on the Accord for the Protection of Species at Risk, and will encourage cooperation among federal, provincial and territorial governments. It will also provide Canadians with the necessary incentives to protect critical habitat through voluntary stewardship activities. The federal government's commitment to protecting species at risk was demonstrated in Budget 2000, where the Government announced new funding totaling $180 million over the next five years in support of the proposed legislation and associated stewardship programs.

As Canadians, we have a responsibility to the world and to future generations to protect our wildlife and species at risk, and this strategy will ensure comprehensive nationwide protection for Canada's threatened and endangered species, and their habitats. I look forward to your continued collaboration and support as we work toward making Canada an even safer place for our species at risk.

For more information about the federal strategy to protect species at risk or to obtain policy background papers and a copy of the proposed legislation, please visit Environment Canada's web site at www.ec.gc.ca. You can also contact our Inquiries Centre at 1-800-668-6767 (or via e-mail at enviroinfo@ec.gc.ca) to request a SARA stakeholder information kit.

Yours sincerely,

David Anderson

David Anderson, P.C., M.P.

Canada

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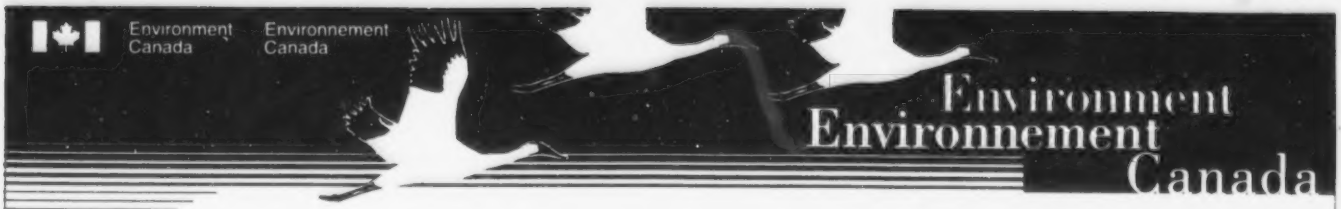

THE SPECIES AT RISK ACT (SARA)

A Guide

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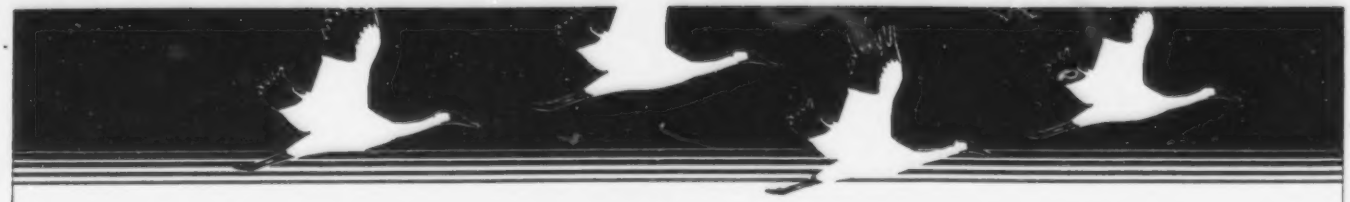

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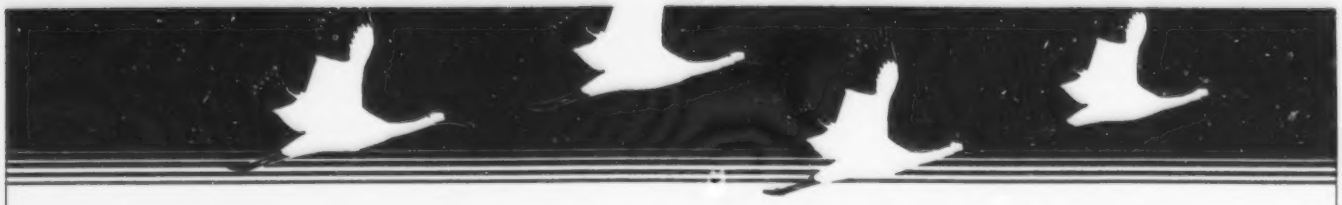
For more information on Canada's Strategy to Protect Species at Risk, please visit Environment Canada's web site at: ***www.ec.gc.ca*** or call **1 800 668-6767**.

Aussi disponible en français.



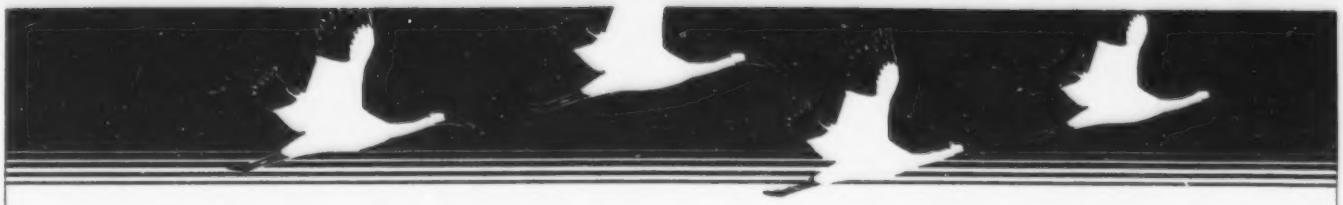
MINISTER'S MESSAGE

From the lush Pacific coast to the rugged shores of Newfoundland, across the vast Prairies to the far reaches of the Arctic, Canada is blessed with an incredible variety of landscapes that support a rich diversity of species. Each region of the country hosts many diverse ecosystems that sustain thousands of species of plants, mammals, insects, reptiles, amphibians, molluscs, fish and birds.

Ensuring the continued presence of these species is at the heart of a long and comprehensive effort that has culminated in the proposed Species at Risk Act. This legislation helps fulfill commitments we have made to Canadians and to the rest of the world. As part of a three-part strategy on species at risk, the proposed Species at Risk Act complements the other two components: effective stewardship that empowers each of us to act; and the Accord for the Protection of Species at Risk that unifies the efforts of provinces, territories and the Government of Canada on this issue.

This guide to the proposed Species at Risk Act sets out, in plain language, the various components of the legislation. I encourage you to seek additional information on stewardship and the Accord by consulting Environment Canada's web site, the Green Lane, at ***www.ec.gc.ca***. This three-part strategy will help the Government of Canada ensure that Canada remains a leader in the protection of all species.

The Honourable David Anderson
Minister of the Environment



INTRODUCTION

Canada is home to at least 70,000 known species, many of which are found only in Canada. If nature takes its course, one species would disappear about every 1,000 years. However, species are disappearing from the world, and from Canada, at rates much faster than that.

In 1992, Canada signed and then became the first industrialized country to ratify the United Nations Convention on Biological Diversity. That Convention included a commitment for legislation and/or regulatory provisions for the protection of threatened and endangered species. In 1996, the Government of Canada joined with provinces and territories in supporting the Accord for the Protection of Species at Risk. The Accord commits all of Canada's jurisdictions to establishing complementary legislation and programs that provide for effective protection of species at risk throughout the country.

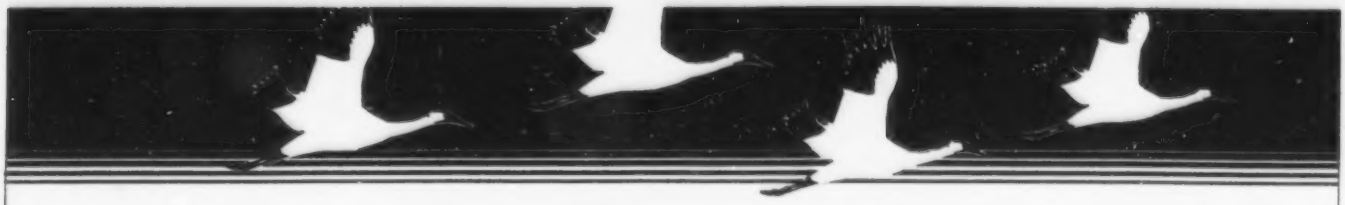
In the 1999 Speech from the Throne, the Government committed to introducing a new Species at Risk Act (SARA or the Act) and complementary stewardship programs as one of its environmental priorities for the new millennium.

This Act is the result of more than six years of dialogue among governments, Aboriginal peoples, landowners, environmental groups, scientists, farmers, fishing interests, the resource industries and individual Canadians.

The Situation Today

To date, 340 species of wildlife (including populations or subspecies) have been classified as being at risk in Canada by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC). Of these, 12 are now extinct; 15 more have been extirpated (lost from the wild in Canada); 87 are endangered; 75 threatened; and 151 vulnerable (species of special concern). Of the 97 species that have had their status re-evaluated in recent years, 26 have become more endangered. Scientists tell us that a major reason for species loss is the destruction of habitat required to survive.

The experience of other countries provides additional warning signals. While our record on species decline is better than many other countries, there is no room for complacency. Canada must take appropriate measures now for the protection of endangered or threatened species to ensure they have the best opportunities for survival.



The Species at Risk Act (SARA) at a Glance

This Act has been developed to prevent wildlife species (including birds, plants, fish, reptiles, amphibians, molluscs, mammals and insects) from becoming extinct or lost from the wild and to secure their recovery. It covers all wildlife species at risk nationally, their critical habitats and applies to all lands in Canada.

SARA, and complementary provincial and territorial legislation as provided for under the Accord for the Protection of Species at Risk, will protect species everywhere in Canada.

Responsibility for SARA falls to the: 1) the Minister of Fisheries and Oceans for aquatic species; 2) the Minister of Heritage for species in national parks, national historic sites and other protected heritage areas; and 3) the Minister of the Environment for all other species and for the overall administration of the Act.

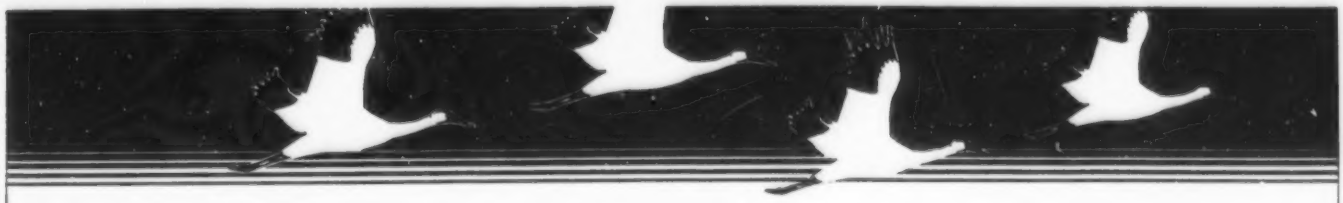
SARA will also:

- provide for a rigorous scientific and expert process, operating at arm's length from the federal government, to assess the status of wildlife species;
- prohibit the killing of extirpated, endangered or threatened species and the destruction of their residences;
- provide authority to prohibit the destruction of critical habitat anywhere in Canada;
- provide emergency authority to list species that are in imminent danger;
- provide emergency authority to prohibit destruction of critical habitat of a listed wildlife species in imminent danger;
- provide funding and incentives for conservation and stewardship action;
- create the mechanisms and powers to help species recover; and
- provide for compensation where it is deemed necessary.

SARA Is One Part of a Three-Part Strategy to Protect Species at Risk

The Government of Canada's strategy reflects the different roles of government, Aboriginal peoples, ranchers, conservation groups, fishing interests, resource industries and individual Canadians. The three-part strategy involves:

- building on the Accord for the Protection of Species at Risk, a federal/provincial/territorial agreement;
- stewardship and incentive programs; and
- a new Species at Risk Act (SARA).



Working in Partnership

The protection of wildlife species is a joint responsibility shared by the federal, provincial and territorial governments and all Canadians. Wildlife management boards established under Aboriginal land claims agreements also have responsibilities.

In 1996, federal, provincial and territorial ministers responsible for wildlife supported the creation of the Accord for the Protection of Species at Risk. Under that Accord, the ministers agreed to basic principles of species conservation. They also agreed to co-ordinate their activities through a new Canadian Endangered Species Conservation Council (the Council), which includes the federal ministers of Environment, Fisheries and Oceans, and Heritage as well as the provincial and territorial ministers with responsibilities for wildlife.

Besides partnerships with various levels of government, the federal government also seeks to maximize partnerships with Aboriginal peoples, landowners, farmers, fishing interests, scientists, environmental organizations, individuals, businesses and industries as the most effective way to take action to protect species at risk.

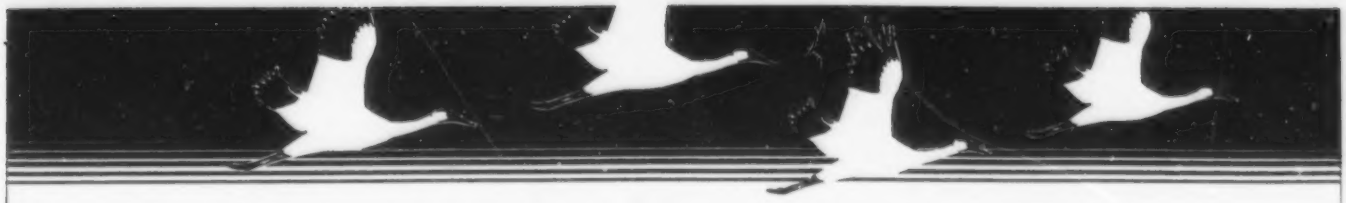
Specific examples of partnership include:

- stewardship activity on private, provincial crown, municipal and Aboriginal lands will be promoted through conservation agreements implemented and funded through SARA. The Act recognizes that the protection of species at risk and their critical habitats directly affects landowners and land users, and therefore includes a fair and balanced approach that will use voluntary stewardship, including funding, as the primary way to engage rural Canadians;

- aboriginal peoples, including wildlife management boards established under land claims agreements, will play an essential role in the conservation of wildlife in Canada;

- ongoing habitat conservation efforts of landowners, resource users, conservation groups, provincial and territorial governments and Aboriginal peoples will be integral to the stewardship program, one part of the Government's three-part strategy; and

- under SARA, recovery planning will be prepared in consultation with the government of any other country in which the species is found.



This guide gives an overview of the proposed Species at Risk Act. It is structured to follow the framework of the legislation.

SCIENCE-BASED SPECIES ASSESSMENT AND THE LISTING PROCESS

This Act will provide, for the first time, the legal basis for the Committee on the Status of Endangered Wildlife in Canada (COSEWIC). COSEWIC will be composed of qualified wildlife experts drawn from the provincial, territorial and federal governments, wildlife management boards, Aboriginal groups, universities, museums, national non-government organizations and others with expertise in the conservation of wildlife species in Canada. COSEWIC members will be appointed by the Minister of the Environment after consultation with the Council and appropriate experts. COSEWIC will report to the Canadian Endangered Species Conservation Council.

IN BRIEF

- *The Committee on the Status of Endangered Wildlife in Canada (COSEWIC) will be given legal status and continue to operate at arm's length from governments, assessing and classifying the status of wildlife species using the best available information, including scientific, community and Aboriginal traditional knowledge.*
- *COSEWIC's assessments of wildlife species will be published and provided to the Minister of the Environment and the Canadian Endangered Species Conservation Council.*
- *COSEWIC's assessments will form the basis for the Minister of the Environment's recommendation to the Governor-in-Council that a species be added to, reclassified or removed from the List of Wildlife Species at Risk.*

COSEWIC will continue to operate at arm's length from governments in an open and transparent process, maintaining impartial scientific and expert judgment in its assessment process. COSEWIC members will assess the status of wildlife species based on the best available information, including scientific, community and Aboriginal traditional knowledge. COSEWIC will classify wildlife species as being extinct, extirpated, endangered, threatened, or species of special concern. COSEWIC's assessments of the status of species will be forwarded to the Minister of the Environment and the Council, and made public through the public registry.

1. **Extinct species**: a wildlife species that no longer exists.
2. **Extirpated species**: a wildlife species that no longer exists in the wild in Canada, but exists elsewhere in the wild.
3. **Endangered species**: a wildlife species that is facing imminent extirpation or extinction.
4. **Threatened species**: a wildlife species that is likely to become endangered if nothing is done to reverse the factors leading to its extirpation or extinction.
5. **Species of special concern**: a wildlife species that is of special concern because it is particularly sensitive to human activities or natural events, but is not an extirpated, endangered or threatened species.

The COSEWIC scientific assessments will form the basis of the Minister of the Environment's recommendation to the Governor-in-Council for the List of Wildlife Species at Risk. The decision to list a species leads to the use of prohibitions against destroying the species and its residence, and mandatory recovery planning. The decision making process under the proposed Species at Risk Act is transparent and will be accountable to the public. The Minister must report annually to Parliament on COSEWIC's scientific assessments and the responses to each of them.

Emergency Listings

Emergency listings will allow prompt action to be taken when there is evidence that a given species is in rapid decline. If the Minister of the Environment is of the opinion that there is an imminent threat to a species' survival, the Minister will be required to recommend to the Governor in Council that it be listed as endangered on an emergency basis.

Any person who believes there is sufficient evidence to support an emergency listing will be able to submit a request to COSEWIC for assessment, and COSEWIC will be required to submit its assessment to the Minister. An emergency listing will automatically trigger prohibitions that prevent the destruction of a species or its residence.

Reassessment of Existing COSEWIC List

COSEWIC has assessed the status of a number of wildlife species over the last 22 years and enjoys widespread public support for its efforts and assessments. Some people, however, believe that the assessment criteria used in the past were too subjective. There is now broad agreement on new, more refined assessment criteria adopted by COSEWIC and based on the International Union of the Conservation of Nature criteria.

COSEWIC is in the process of reassessing the extirpated, threatened and endangered species on its current list against the new criteria. It is also important to update status information, since some of the species have not been re-examined for many years. Under the Act, COSEWIC will be required to consider community knowledge and Aboriginal traditional knowledge in making its assessments and for most of the existing list, this has not been done.

It is expected that the vast majority of these reassessments will be completed before SARA is proclaimed. The purpose is simply to update the existing COSEWIC list according to the new international criteria.

Within 30 days of proclamation of the legislation, COSEWIC will report its reassessments of the extirpated, endangered and threatened species to the public, the Minister of the Environment and the Canadian Endangered Species Conservation Council. The timeline for submitting its reassessments to the Minister may be extended for the small number of species for which COSEWIC does not have sufficient information to classify. The Minister of the Environment will have the authority to recommend to the Governor-in-Council the List of Wildlife Species at Risk, taking into account the COSEWIC reassessments. Species of special concern (vulnerable) on the existing COSEWIC list will also be reassessed, but those in the most danger must be dealt with first.

The Act will cover protection of both species and their habitat.

IMMEDIATE SPECIES PROTECTION

Prohibitions

Governments share responsibility for the protection of species at risk. Federal, provincial and territorial jurisdictions are committed under the Accord to introduce measures that prohibit the killing or harming of threatened or endangered species, the destruction of their residences.

Under SARA, once a species is listed as threatened, endangered or extirpated, prohibitions to prevent that species from being killed or harmed, and its residence from being destroyed, will automatically apply to aquatic species, migratory birds and species on federal lands. For all other species on provincial crown or private lands, or in the territories, if the Minister of the Environment is of the opinion that the listed species is not protected by provincial or territorial legislation or regulation, the Minister must recommend to the Governor-in-Council that an order be issued to put such prohibitions in place.

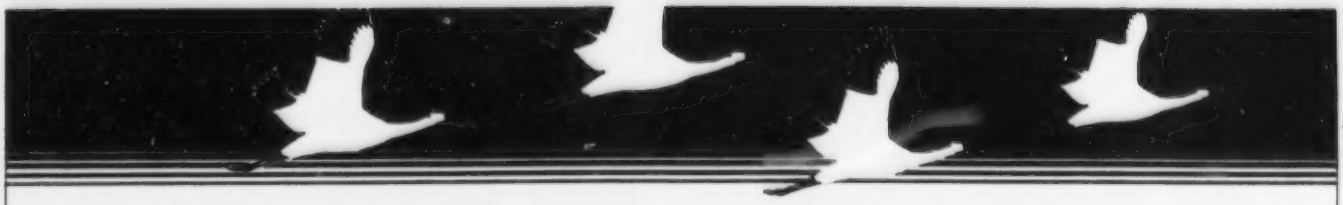
Emergency Orders

Under the Act, the Minister responsible for management of the species must recommend to the Governor-in-Council that an emergency order be issued to prohibit activities that may adversely affect the species and its habitat when he or she is of the opinion that a listed wildlife species is facing imminent threats to its survival or recovery. Emergency listings and orders will be fast-tracked.

Exceptions

SARA will provide for exceptions to prohibitions in cases of public health, safety or national security, or for activities in accordance with regulatory or conservation measures for wildlife species under a land claims agreement.

Agreements, permits and licences will authorize a person to engage in an activity affecting a listed wildlife species or any part of its critical habitat if the activity benefits the species or is required to enhance its chances of survival in the wild, or if affecting the species is incidental to the carrying out of the activity, for instance bycatch in fishing. Nevertheless, the activity must not jeopardize the survival or recovery of the species.



Project Review

Environment assessments for projects that are required by an Act of Parliament will have to take into account the project's effects on listed wildlife species and their critical habitats. Measures must be taken to avoid or lessen those effects, and to monitor the results.

Under the Canadian Environmental Assessment Act, the definition of "environmental effect" will be amended to include a listed species, its critical habitat, or its residence as defined in SARA.

Compliance and Enforcement

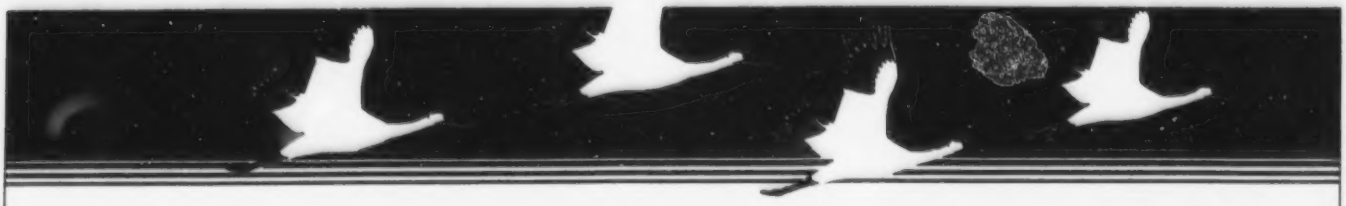
Enforcement will be done in close co-operation with federal, provincial, territorial and local enforcement agencies. Officials will ensure compliance with the Act through inspections, monitoring, investigations and prosecutions.

Violations of the Act will be statutory offences that will carry stiff penalties. The courts will also have the option of imposing community service or fines to pay for remedial measures.

RECOVERY AND MANAGEMENT PLANNING

Under the Act, once a wildlife species has been listed as endangered or threatened, recovery strategies and action plans must be developed in partnership with the provinces and territories, wildlife management boards, Aboriginal organizations, landowners, universities, industry, resource users, environmental groups and other appropriate individuals. Recovery strategies must be produced within one year of listing for endangered species and two years of listing for threatened species. These strategies can be prepared using a multi-species or an ecosystem approach.

Recovery strategies will provide baseline scientific information and identify any threats to the survival of the species, including loss of habitat. The strategies will build on the information provided by COSEWIC and describe a broad strategy --including timelines--to address those threats. Recovery strategies will identify as much critical habitat as is possible and, if necessary, that identification will continue



during the action planning process. Action plans will include measures to be taken to implement recovery strategies and when they are to take place. They will also include an evaluation of the socio-economic costs and the benefits to be derived from implementation. In addition to the annual report to Parliament by the Minister of the Environment, the Minister with responsibility for management of the species will monitor and report on recovery strategy and action plan implementation every five years.

Recovery strategies and action plans will be two parts of an overall integrated and flexible recovery planning process. Flexibility is essential as new information learned may change the approach to the recovery of a species or the priority of actions to be taken. Actions to recover species can take place at any time in the process, when the best available information warrants it. If need be, interim habitat protection will also be available. When there is evidence of imminent threats to a species' survival or recovery, emergency authority allows prompt action to be taken.

Management plans will be prepared for conserving species of special concern and their habitat within three years of listing. These plans could adopt a multi-species or an ecosystem approach and will be prepared in partnership with the provinces, territories, wildlife management boards, Aboriginal organizations, landowners, universities, industry, environmental groups and other appropriate individuals.

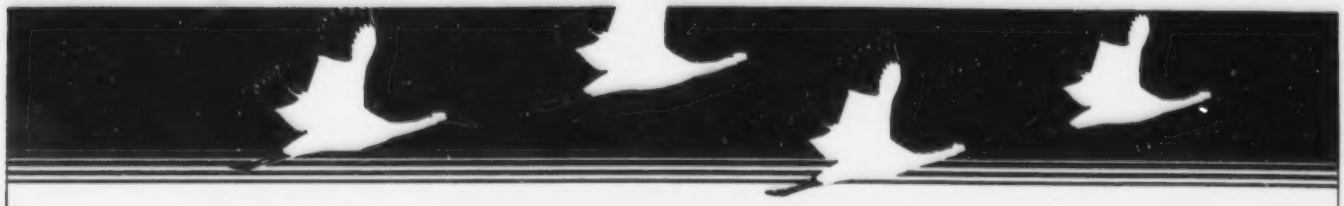
Stewardship

SARA will provide for conservation agreements with any government, organization or person for measures to protect species at risk and their critical habitats. This includes conservation agreements to develop and implement recovery strategies, action plans and management plans.

The Act will also provide for conservation agreements to conserve wildlife species that are not at risk, to prevent them from becoming at risk. In addition, SARA will provide for funding agreements for the payment of contributions towards the costs of programs and measures for the conservation of wildlife species.

Critical Habitat Protection

When the recovery process identifies a certain habitat area as critical for a species' survival and recovery, each jurisdiction has a responsibility to protect the identified critical habitat. Stewardship and incentive measures will be the primary and preferred means for protecting critical habitat. Where such measures are impossible or not feasible, each jurisdiction, using legislation or regulation, must protect the critical habitat. The federal government will protect critical habitat on



federal land, and the provinces and territories will protect critical habitat within their borders.

When not protected by the provinces or territories, the Minister must recommend to the Governor-in-Council that an order be issued to prohibit destruction of any designated critical habitat of a threatened or endangered species that is in a province or territory. Authority to invoke the prohibition on provincial or private lands is rooted in the Government of Canada's constitutional authority called the "criminal law power".

The Minister of the Environment must report in the public registry on steps taken to protect critical habitat within 180 days after the recovery strategy or action plan that identified the critical habitat becomes effective. Further updates will be provided every 180 days until the critical habitat is protected or is no longer identified as critical habitat.

Compensation

Protecting species is everyone's responsibility. The Act will enable compensation to be paid to individuals, organizations, Aboriginal peoples or businesses for losses suffered as a result of any extraordinary or unfair impact when it is necessary to prohibit destruction of critical habitat. The legislative authority to provide compensation, following the use of the critical habitat prohibition, will be implemented through regulations. The Government will work with interested parties to develop the regulations governing the principles for a compensation regime over the next several months.

PUBLIC INVOLVEMENT AND CITIZEN ACTION

The Government of Canada is committed to working with all Canadians to ensure that species at risk and their critical habitats are protected. SARA includes a number of processes designed to prevent disputes from arising. Public notice and stakeholder consultation will be a fundamental component of the Act, promoting transparency and providing for public input into decision making. In the event of a dispute, the federal government will work collaboratively with Canadians to resolve disagreements in a timely manner.

Under the Act, the public will have access through a public registry to documents relating to SARA, including:

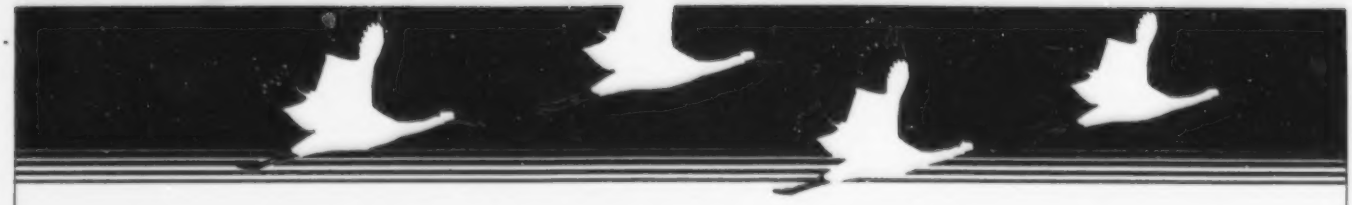
- COSEWIC's criteria for the classification of wildlife species;
- status reports on wildlife species;
- COSEWIC's assessments of the classification of wildlife species;
- the List of Wildlife Species at Risk;
- recovery strategies, action plans and management plans; and
- regulations and orders made under SARA.

Citizens will also have a right to:

- apply to have the status of a species assessed or reassessed by COSEWIC;
- comment on recovery strategies prior to their approval; and
- apply for an investigation into an alleged offence under the Act.

Review of the Act

The Act will be reviewed five years after it comes into force.



GLOSSARY OF TERMS

Action plan: a document that includes the measures to be taken to implement recovery strategies and when they are to take place.

Canadian Endangered Species Conservation Council (the Council): comprises federal, provincial and territorial ministers responsible for the protection of species at risk.

COSEWIC: the Committee on the Status of Endangered Wildlife in Canada is an arm's length body composed of wildlife scientists and experts from across the country. COSEWIC determines the level of risk of extinction for a species and classifies them into categories based on level of risk. These determinations are based on biological factors using rigorous assessment criteria.

Critical habitat: habitat that is necessary for the survival or recovery of a listed wildlife species.

Endangered species: a wildlife species that is facing imminent extirpation or extinction.

Extinct species: a wildlife species that no longer exists.

Extirpated species: a wildlife species that no longer exists in the wild in Canada, but exists elsewhere in the wild.

Individual: an individual of a wildlife species at any development stage, whether living or dead, including embryos, eggs, sperm, pollen, seeds and spores.

Management plan: a document that describes the measures to be taken to conserve a listed species of special concern and its habitat.

Recovery strategy: a document that identifies any threats to the survival of a species (including any loss of habitat) listed as extirpated, endangered or threatened on the List of Wildlife Species at Risk. The document describes a broad strategy to be taken--including timelines--to address the threats to a species.

Residence: the specific dwelling-place, such as a den, nest, or other similar area, place or structure, that is occupied or habitually occupied by one or more individuals during all or part of their life cycles, including breeding, rearing or hibernating.

Species at risk: an extirpated, endangered or threatened species or a species of special concern.

Status report: a report containing a summary of the best available information on the status of a wildlife species, including scientific, community and Aboriginal traditional knowledge.

Species of special concern: a wildlife species that is of special concern because it is particularly sensitive to human activities or natural events, but is not an extirpated, endangered or threatened species.

Threatened species: a wildlife species that is likely to become endangered if nothing is done to reverse the factors leading to its extirpation or extinction.

Wildlife species: a species, subspecies or biologically distinct population of animal, plant or other organism, other than a bacteria or virus, that is wild by nature and is native to Canada or has extended its range into Canada without human intervention and has been present in Canada for at least 50 years.

English names of species at risk*

April 1999 — April 2000

According to the Committee on the Status of the Endangered Wildlife in Canada (COSEWIC)

Definitions of terms used by COSEWIC

SPECIES: any indigenous taxonomic species, subspecies, variety or geographically defined population of wild fauna and flora.
EXTINCT species no longer exist.
EXTIRPATED species no longer exist in the wild in Canada, but they occur elsewhere.
ENDANGERED species are facing imminent extinction or extirpation.
THREATENED species are likely to become endangered if limiting factors are not reversed.
SPECIAL CONCERN species are of special concern because of characteristics that make them particularly sensitive to human activities or natural events.

A more detailed list — Canadian species at risk — is also available. It includes geographical occurrence, year of designation, scientific name, lists of not-at-risk and indeterminate species, and more information about COSEWIC and its mandate. Contact:

Publications
Canadian Wildlife Service
Environment Canada
Ottawa, ON K1A 0H3
(819) 997-1095
cws-scf@ec.gc.ca

More detailed information is also available on the following Web site:

http://www.speciesatrisk.ca/Species/English/

Canada

*Une version française est disponible sous le titre *Noms français des espèces en péril*

Birds at risk in Canada, 1999

Extinct	Extirpated	Endangered	Threatened	Special Concern
Great Auk	Greater Prairie-Chicken	Acadian Flycatcher	*Anatum* Peregrine Falcon	Ancient Murrelet
Labrador Duck	Sage Grouse, British Columbia population	Barn Owl, Eastern population	Hooded Warbler	Barn Owl, Western population
Passenger Pigeon		Burrowing Owl	Loggerhead Shrike, Prairie population	Bicknell's Thrush
		Eskimo Curlew	Marbled Murrelet	Cerulean Warbler
		Harlequin Duck, Eastern population	Sprague's Pipit	Ferruginous Hawk
		Henslow's Sparrow	White-headed Woodpecker	Flammulated Owl
		King Rail	Yellow-breasted Chat, British Columbia population	Ipswich Savannah Sparrow
		Kirtland's Warbler		Ivory Gull
		Loggerhead Shrike, Eastern population		Least Bittern
		Mountain Plover		Lewis' Woodpecker
		Northern Bobwhite		Long-billed Curlew
		Northern Spotted Owl		Louisiana Waterthrush
		Piping Plover		Pacific Great Blue Heron
		Prothonotary Warbler		Peale's Peregrine Falcon
		Roseate Tern		Queen Charlotte Goshawk
		Sage Grouse, Prairie population		Red-headed Woodpecker
		Sage Thrasher		Red-shouldered Hawk
		Whooping Crane		Ross' Gull
				Short-eared Owl
				Tundra Peregrine Falcon
				Yellow-breasted Chat, Eastern population
				Yellow Rail

Butterflies and moths at risk in Canada, 1999

Extinct	Extirpated	Endangered	Threatened	Special Concern
	Frosted Elfin Butterfly	Maritime Ringlet Butterfly		Monarch Butterfly
	Island Marble Butterfly			
	Karner Blue Butterfly			

Mammals at risk in Canada, 1999

Extinct	Extirpated	Endangered	Threatened	Special Concern	
Terrestrial mammals					
Woodland Caribou, Queen Charlotte Islands population	Black-footed Ferret Grizzly Bear, Prairie population	American Marten, Newfoundland population Peary Caribou, High Arctic and Banks Island populations Swift Fox Vancouver Island Marmot Wolverine, Eastern population	Pacific Water Shrew Peary Caribou, Low Arctic population Townsend's Mole Wood Bison Woodland Caribou, Gaspé population	Black-tailed Prairie Dog Eastern Mole Ermine, Queen Charlotte Islands population Fringed Bat Gaspé Shrew Grey Fox Grizzly Bear Keen's Long-eared Bat Mountain Beaver Nuttall's Cottontail, British Columbia population	Ord's Kangaroo Rat Pallid Bat Polar Bear Southern Flying Squirrel Spotted Bat Western Harvest Mouse, British Columbia population Wolverine, Western population Woodland Caribou, Western population Woodland Vole
Marine mammals					
Sea Mink	Atlantic Walrus, Atlantic population Grey Whale, Atlantic population	Beluga Whale, Ungava Bay population, Southeast Baffin Island / Cumberland Sound population, St. Lawrence River population Bowhead Whale, Eastern Arctic and Western Arctic populations Right Whale	Beluga Whale, Eastern Hudson Bay population Harbour Porpoise, Atlantic population Humpback Whale, North Pacific population Killer Whale, North Pacific "resident" populations Sea Otter	Beluga Whale, Eastern High Arctic / Baffin Bay population Blue Whale Fin Whale Harbour Seal, Lacs des Loups Marins population Humpback Whale, North Atlantic population Killer Whale, North Pacific "transient" population Northern Bottlenose Whale, Gully population, Atlantic Ocean Sowerby's Beaked Whale	

Plants at risk in Canada, 1999

Extinct	Extirpated	Endangered		Threatened		Special Concern	
	Blue-eyed Mary	American Ginseng	Pitcher's Thistle	American Chestnut	Sand Verbena	American Columbo	Lilaeopsis
	Illinois Tick Trefoil	Bearded Owl-clover	Prairie Lupine	American Water-willow	Small-flowered Lipocarpha	Athabasca Thrift	Long's Bulrush
		Bluehearts	Purple Twayblade	Anticosti Aster	Sweet Pepperbush	Bathurst Aster	Mackenzie Hairgrass
		Cucumber Tree	Red Mulberry	Bird's-foot Violet	van Brunt's Jacob's Ladder	Bolander's Quillwort	Macoun's Meadowfoam
		Deltoid Balsamroot	Scarlet Ammania	Blue Ash	Water-pennywort	Branched Bartonia	New Jersey Rush
		Drooping Trillium	Seaside Birds-foot Lotus	Blunt-lobed Woodsia	Western Blue Flag	Broad Beech Fern	Phantom Orchid
		Eastern Mountain Avens	Showy Goldenrod	Colicroot	Western Spiderwort	Buffalograss	Provancher's Fleabane
		Eastern Prickly Pear Cactus	Skinner's Agalinis	Deerberry	White-top Aster	Climbing Prairie Rose	Shumard Oak
		Englemann's Quillwort	Slender Bush Clover	False Hop Sedge	White Wood Aster	Coastal Wood Fern	Smooth Goosefoot
		Furbish's Lousewort	Slender Mouse-ear-cress	Fernald's Braya	Yellow Montane Violet	Crooked-stemmed Aster	Soapweed
		Gattinger's Agalinis	Small White Lady's-slipper	Goat's-rue		Dense Blazing Star	Swamp Rose Mallow
		Heart-leaved Plantain	Small Whorled Pogonia	Golden Crest		Dwarf Hackberry	Victorin's Gentian
		Hoary Mountain Mint	Southern Maidenhair Fern	Golden Paintbrush		Eastern Prairie White Fringed Orchid	Victorin's Water Hemlock
		Juniper Sedge	Spotted Wintergreen	Goldenseal		False Rue-anemone	Western Silver-leaf Aster
		Large Whorled Pogonia	Thread-leaved Sundew	Hairy Prairie-clover		Fernald's Milk-vetch	Wild Hyacinth
		Long's Braya	Tiny Cryptanthe	Kentucky Coffee Tree		Few-flowered Club-rush	Willow Aster
		Nodding Pogonia	Toothcup	Mosquito Fern		Giant Helleborine	
		Pink Coreopsis	Water-plantain Buttercup	Plymouth Gentian		Green Dragon	
		Pink Milkwort	Western Prairie White Fringed Orchid	Redroot		Gulf of St. Lawrence Aster	
			White Prairie Gentian	Round-leaved Greenbrier, Ontario population		Hare-footed Locoweed	
			Wood Poppy			Hill's Pondweed	
						Hop Tree	
						Indian Plantain	

Fish at risk in Canada, 1999

Extinct	Extirpated	Endangered	Threatened	Special Concern	
Banff Longnose Dace	Gravel Chub	Atlantic Whitefish	Benthic Paxton Lake Stickleback	Atlantic Cod	Northern Brook Lamprey
Benthic Hadley Lake Stickleback	Paddlefish	Aurora Trout	Benthic Vananda Creek Stickleback	Banded Killifish, Newfoundland population	Northern Madtom
Blue Walleye		Nooksack Dace	Black Redhorse	Bering Wolffish	Orangespotted Sunfish
Deepwater Cisco		Salish Sucker	Blackfin Cisco	Bigmouth Buffalo	Pacific Sardine
Limnetic Hadley Lake Stickleback			Channel Darter	Bigmouth Shiner	Pugnose Minnow
Longjaw Cisco			Copper Redhorse	Black Buffalo	Pugnose Shiner
			Deepwater Sculpin, Great Lakes population	Blackline Prickleback	Redbreast Sunfish
			Eastern Sand Darter, Nova Scotia population	Blackstripe Topminnow	Redside Dace
			Enos Lake Stickleback	Bridle Shiner	River Redhorse
			Lake Simcoe Whitefish	Brindled Madtom	Rosyface Shiner, Manitoba population
			Lake Utopia Dwarf Smelt	Charlotte Unarmoured Stickleback	Shortnose Sturgeon
			Limnetic Paxton Lake Stickleback	Chestnut Lamprey	Silver Chub
			Limnetic Vananda Creek Stickleback	Cultus Pygmy Sculpin	Silver Shiner
			Margined Madtom	Fourhorn Sculpin, Freshwater population	Speckled Dace
			Morrison Creek Lamprey	Giant Stickleback	Spotted Gar
			Shorthead Sculpin	Green Sturgeon	Spotted Sucker
			Shortjaw Cisco	Greenside Darter	Spring Cisco
			Shortnose Cisco	Kiyi	Squanga Whitefish
				Lake Chubsucker	Umatilla Dace
				Lake Lamprey	Warmouth
					Western Silvery Minnow
					White Sturgeon

Amphibians and reptiles at risk in Canada, 1999

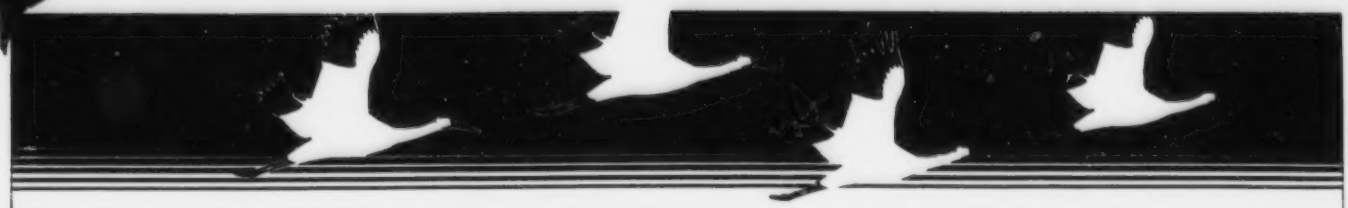
Extinct	Extirpated	Endangered	Threatened	Special Concern		
	Pygmy Short-horned Lizard, British Columbia population	Blue Racer Lake Erie Water Snake Leatherback Turtle Northern Cricket Frog Northern Leopard Frog, Southern Mountain population Sharp-tailed Snake Oregon Spotted Frog	Black Rat Snake Blanding's Turtle, Nova Scotia population Eastern Fox Snake Eastern Massasauga Rattlesnake Fowler's Toad Queen Snake Spiny Softshell Turtle	Butler's Garter Snake Coeur d'Alène Salamander Eastern Hognose Snake Eastern Short-horned Lizard Eastern Yellow-bellied Racer Five-lined Skink Great Basin Spadefoot Toad	Great Plains Toad Mountain Dusky Salamander Northern Leopard Frog, Prairie population Northern Prairie Skink Northern Red-legged Frog	Pacific Giant Salamander Smallmouth Salamander Spotted Turtle Spring Salamander Wood Turtle

Lichens and mosses at risk in Canada, 1999

Extinct	Extirpated	Endangered	Threatened	Special Concern
		Seaside Centipede	Apple Moss	Cryptic Paw Oldgrowth Specklebelly Seaside Bone

Molluscs at risk in Canada, 1999

Extinct	Extirpated	Endangered	Threatened	Special Concern
Eelgrass Limpet	Dwarf Wedgemussel	Hotwater Physa Northern Riffleshell Rayed Bean Wavy-rayed Lampmussel	Banff Springs Snail Northern Abalone	



BACKGROUNDER

The Species at Risk Act

Scientists say that if nature took its course, one species would disappear about every 1,000 years. The disappearance of species in the world is at a much faster rate, and Canada is part of that trend. Human activity is the main reason why species are disappearing more rapidly.

Over the last 22 years, the Committee on the Status of Endangered Wildlife in Canada (COSEWIC) has classified 340 species in Canada as being at risk. This means they are either extinct, extirpated (no longer in the wild in Canada but existing in the wild elsewhere), endangered, threatened or vulnerable.

The Species at Risk Act (SARA) aims to protect wildlife at risk from becoming extinct or lost from the wild, with the ultimate objective of helping their numbers to recover. SARA covers birds, plants, fish, mammals, insects, amphibians and reptiles.

The proposed Act will cover all wildlife species listed as being at risk nationally and their critical habitats. SARA will be a cornerstone in species protection and recovery.

A number of other laws and agreements currently in force will help in this effort. These include the Fisheries Act, the Migratory Birds Convention Act, the National Parks Act, the Wild Animal and Plant Protection and Regulation of International and Interprovincial Trade Act, the Convention on International Trade in Endangered Species and the Canada Wildlife Act.

SARA also complements the work done by provincial and territorial governments under the Accord for the Protection of Species at Risk. This recognizes that species protection is a shared responsibility. The Act will fulfill the federal responsibility.

Highlights of SARA include:

Prohibitions
SARA prohibits the killing, harming, harassing, capturing or taking of species officially listed as threatened, endangered or extirpated, and the destruction of their residences.

Emergency Listings and Orders
There is emergency authority to list species and take action to prohibit the destruction of critical habitat for a listed species if a species is in irnminent danger.

Critical Habitat Protection
Recovery strategies and action plans will identify the critical habitat of a threatened or endangered species needing protection. Once identified, critical habitat will be protected by conservation agreements, provincial or territorial legislation, or federal prohibitions.

Scientific Assessments and the Listing Process
The Committee on the Status of Endangered Wildlife in Canada (COSEWIC) is given legal status under SARA and will continue to operate at arm's length from government. It will assess and classify the status of wildlife species using the best available scientific, community and Aboriginal traditional knowledge. These assessments will be published and will form the basis for the Minister's recommendations to the Governor-in-Council for the List of Wildlife Species at Risk.

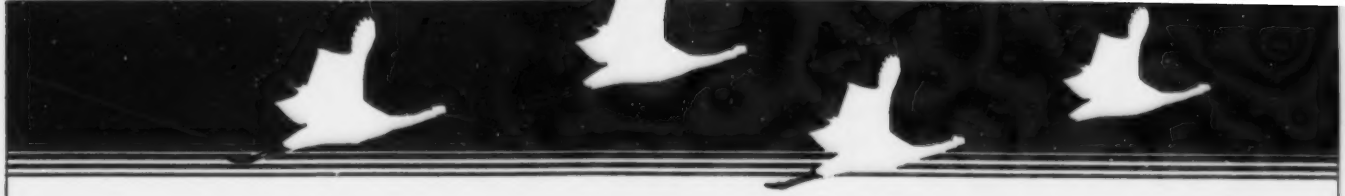
Recovery and Management Planning
Under SARA, there will be mandatory recovery strategies and action plans for endangered or threatened species, and management plans for species of special concern. These will be done in partnership with the provinces, territories, wildlife management boards, Aboriginal organizations, landowners, fishing interests, universities, industry, environmental groups and other appropriate individuals.

Compensation
SARA will enable compensation to be paid to individuals, organizations, Aboriginal peoples or businesses for any extraordinary or unfair impact for losses suffered as a result of prohibiting the destruction of critical habitat.

Stewardship
SARA will promote and enable funding for voluntary conservation activities and conservation agreements by individuals, organizations, communities, businesses or governments to protect species and habitats. Canada is fortunate to have many such activities already under way. In Alberta and Saskatchewan, for instance, Operation Burrowing Owl involves landowners who set aside some known breeding areas, public education to further protect other habitat, and monitoring activities that help in the recovery effort.

Partnerships
SARA complements existing provincial and territorial legislation on species at risk. It will also fulfill the federal commitment under the Accord for the Protection of Species at Risk. This Accord was supported by provinces and territories in 1996. The proposed Act also recognizes the essential role in the conservation of wildlife by Aboriginal peoples of Canada and wildlife management boards established under land claims agreements.

For more information: ***www.ec.gc.ca***



BACKGROUNDER

The Accord for the Protection of Species at Risk

A History of Co-operation

There is a long history of co-operation on species at risk among federal, provincial and territorial governments. Through the designation of protected areas, implementation of international wildlife agreements and a commitment to biodiversity, the two levels of government have worked together on many nature issues.

In the spring of 1995, officials from Environment Canada, the provinces and territories held public workshops in many areas of the country to determine what should be included in a national approach to protecting species at risk. This led to development of the Accord for the Protection of Species at Risk. In October 1996, wildlife ministers agreed in principle to the Accord and committed to a national approach to protect species at risk. (A copy of the Accord is attached.)

In 1998, farmers, ranchers, environmental organizations, conservation groups, communities and individuals took part in two national workshops sponsored by wildlife directors to discuss how to implement the Accord.

Commitments Under the Accord

The Accord outlines commitments to designate species at risk, protect their habitats and develop recovery plans. By endorsing its terms, governments acknowledge that no single jurisdiction can effectively protect species at risk. Partnerships are crucial. Governments have agreed to play a leadership role by developing complementary legislation, regulations, policies and programs to identify and protect threatened and endangered species and their critical habitats.

Under the Accord, federal, provincial and territorial governments agreed to co-ordinate activities by creating the Canadian Endangered Species Conservation Council. The Council is made up of federal ministers of Environment, Fisheries and Oceans, and Heritage and the provincial and territorial ministers with responsibilities for wildlife species.

The Council's mandate is to provide national leadership for the protection of species at risk. It has specific responsibilities for identifying and recovering species at risk and co-ordinating action among all parties. It also serves as a forum for resolving any disputes that may arise out of the Accord.

The Canadian Endangered Species Conservation Council: Progress to Date

At its inaugural meeting in September 1999, the Council agreed that the Committee on the Status of Endangered Species in Canada (COSEWIC) will continue to provide independent scientific assessments of species at risk. Beginning in 2000, COSEWIC's recommendations on the list of species to be designated will be presented to the Council for action. The Council and COSEWIC also agreed to make that list public.

In addition to defining its relationship with COSEWIC, the Council reviewed an independent analysis of the tools available to each jurisdiction, identified progress to date in implementing the Accord, particularly on the issue of habitat protection, and discussed the development of a Strategic Framework on Stewardship. The Framework will help identify measures to encourage the public's involvement in protecting species at risk and their habitats.

The next meeting of the Canadian Endangered Species Conservation Council is being organized by Alberta and will be held in Iqaluit, Nunavut, in August 2000.

For more information: ***www.ec.gc.ca***

ACCORD FOR THE PROTECTION OF SPECIES AT RISK

Federal, provincial and territorial ministers responsible for wildlife commit to a national approach for the protection of species at risk. The goal is to prevent species in Canada from becoming extinct as a consequence of human activity.

We recognize that:

i) species do not recognize jurisdictional boundaries and cooperation is crucial to the conservation and protection of species at risk;

ii) the conservation of species at risk is a key component of the Canadian Biodiversity Strategy, which aims to conserve biological diversity in Canada;

iii) governments have a leadership role in providing sound information and appropriate measures for the conservation and protection of species at risk, and the effective involvement of all Canadians is essential;

iv) species conservation initiatives will be met through complementary federal and provincial/territorial legislation, regulations, policies, and programs;

v) stewardship activities contributing to the conservation of species should be supported as an integral element in preventing species from becoming at risk; and

vi) lack of full scientific certainty must not be used as a reason to delay measures to avoid or minimize threats to species at risk.

We agree to:

i) participate in the Canadian Endangered Species Conservation Council in order to coordinate our activities and resolve issues for the protection of species at risk in Canada;

ii) recognize the Committee on the Status of Endangered Wildlife in Canada as a source of independent advice on the status of species at risk nationally; and,

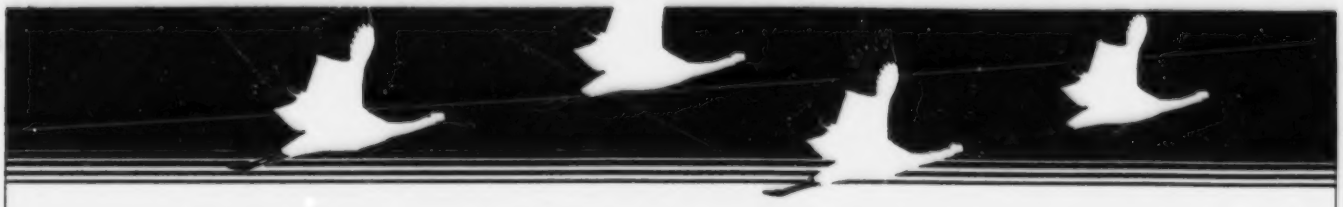
iii) establish complementary legislation and programs that provide for effective protection of species at risk throughout Canada, and that will:

   a. address all native wild species;
   b. provide an independent process for assessing the status of species at risk;
   c. legally designate species as threatened or endangered;
   d. provide immediate legal protection for threatened or endangered species;
   e. provide protection for the habitat of threatened or endangered species;
   f. provide for the development of recovery plans within one year for endangered species and two years for threatened species that address the identified threats to the species and its habitat;
   g. ensure multi-jurisdictional cooperation for the protection of species that cross borders through the development and implementation of recovery plans;
   h. consider the needs of species at risk as part of environmental assessment processes;
   i. implement recovery plans in a timely fashion;
   j. monitor, assess and report regularly on the status of all wild species;
   k. emphasize preventive measures to keep species from becoming at risk;
   l. improve awareness of the needs of species at risk;
   m. encourage citizens to participate in conservation and protection actions;
   n. recognize, foster and support effective and long term stewardship by resource users and managers, landowners, and other citizens; and
   o. provide for effective enforcement.

iv) refer any disputes that may arise under this Accord to the Canadian Endangered Species Conservation Council for resolution.

Additional guidance on the implementation of this approach is provided in the evolving national framework for the conservation of species at risk.

September 1999



BACKGROUNDER

Recovery Process for Species at Risk

The National Recovery Process

Once we know a species is at risk, we need to decide what can and should be done to help it survive and recover. Some immediate protections will be put in place for individuals of the species and their residences. Then we--not just the government, but everyone involved--need to decide what we want to accomplish, through the development of a recovery strategy. The overall goal is to restore species as secure, self-sustaining components of their ecosystem that are no longer in need of special protection.

Under the Species at Risk Act (SARA), a recovery strategy will be a scientific baseline that sets out the goals for the recovery of a particular species. It will include information on what is known about the species and what we need to learn about the species. It will include information on what the threats are to the species and what we should do about those threats, including the identification of critical habitat wherever possible.

Preparation of a recovery strategy will be led by a recovery team appointed by the Minister responsible for management of the species. The team will include wildlife experts from each of the jurisdictions and authorized wildlife management boards where the species is found. Recovery teams will call upon a wide range of people with expertise to offer, including Aboriginal traditional knowledge and local and community knowledge of the species or its habitat.

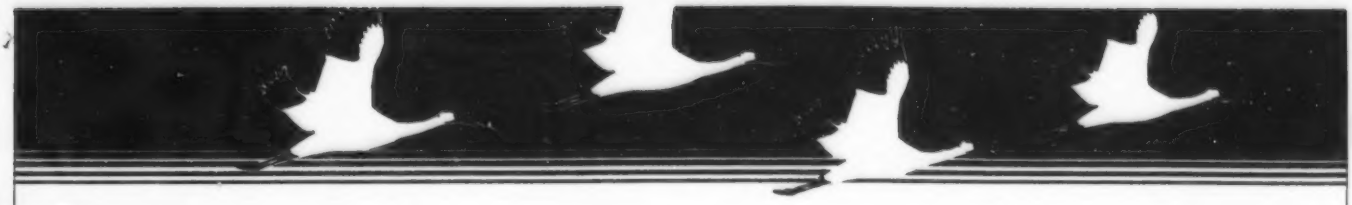
The recommendations from a recovery strategy will be turned into action through a series of action plans, which will often cover a smaller geographic area and will involve many more people in their implementation. Action plans will include more detailed information about what needs to be done to meet the objectives of the recovery strategy, including the identification of specific areas of critical habitat that need additional protection, if that is part of the problem for the species in question. Action plans will also include an evaluation of the socio-economic costs.

There are already a number of recovery activities under way in Canada under the Recovery of Nationally Endangered Wildlife (RENEW) process launched in 1988, and these will be incorporated into the SARA recovery process. Under the Accord for the Protection of Species at Risk with the provinces and territories, and now under SARA, the scope of the national recovery process will expand to include all endangered and threatened species and, where possible, extirpated species (defined as wildlife species that no longer exist in the wild in Canada, but exist elsewhere in the wild).

There will also be a greater focus on recovery planning for groups of species or particular ecosystems, such as the south Okanagan Valley in British Columbia and the Carolinian forest in Ontario.

The national recovery process will be co-ordinated by the Canadian Endangered Species Conservation Council (the Council) established under the Accord for the Protection of Species at Risk. The Council will provide general direction on the development of recovery strategies and implementation of action plans and will prioritize and co-ordinate recovery actions to avoid duplication of effort.

The following steps will take place in the recovery process.



Steps in the National Recovery Process

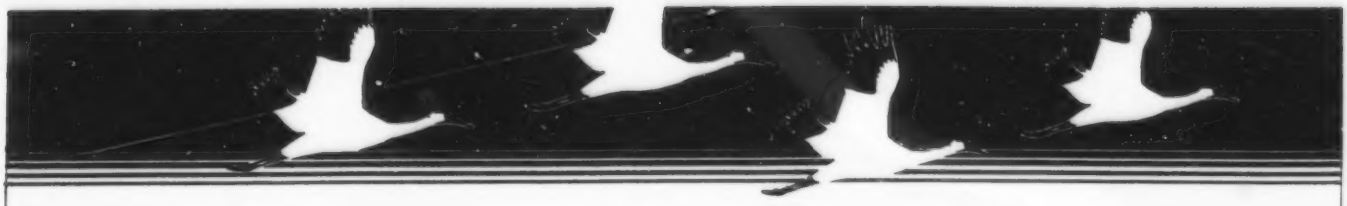
1. Immediate Response--Landowner Contact

Once a species is included in the legal list, landowners known to have individuals of listed endangered or threatened species on their land will be contacted. It is likely that most affected landowners will already know about the presence of the species on their land from population surveys or their own observations. If significant numbers of people are concerned about the potential implications of a species listing, a community meeting or public information session may be held.

Landowners and others directly affected will be informed about:

- why the species was assessed by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC) as endangered or threatened and added to the List of Wildlife Species at Risk;
- the general prohibitions that come into effect when the List of Wildlife Species at Risk is established by regulation;
- the general process of species recovery;
- the possible implications for landowners;
- how the government and landowners can co-operate during the recovery process;
- ways for landowners to help protect the species (e.g., improved land use practices, conservation agreements, recovery activities); and
- economic incentives to improve land use practices (e.g., reduced taxes, conservation easements, land acquisition programs).

This step represents an opportunity for early action that can begin the moment a species is listed. Conservation actions and incentives to encourage such actions will be promoted through the stewardship program established by the Government as one part of its strategy to protect species at risk.



2. Forming the Recovery Team and Getting Under Way

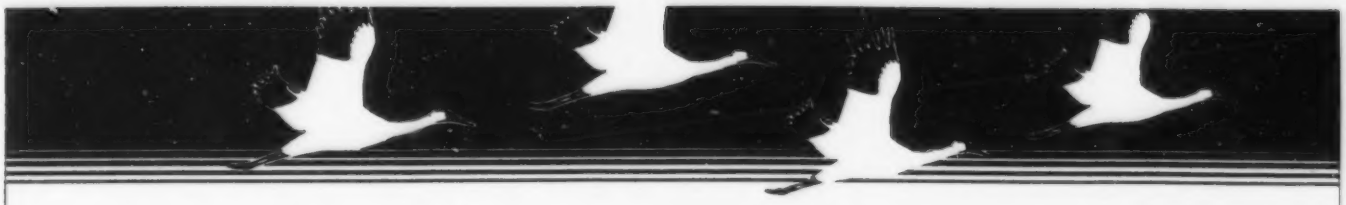
When a species is listed under the law, the Council and relevant jurisdictions will organize recovery teams and plan a co-ordinated response to the listing. Identified recovery activities can begin immediately, even if a recovery plan or strategy is not yet completed and in place.

The core of the national recovery team will include wildlife experts from each jurisdiction and authorized wildlife management boards where the species is found. They will call upon other scientists, experts and directly affected stakeholders as required to determine the recovery goals for the species. A single recovery team will be responsible for co-ordination of all recovery efforts for a species or group of species.

After the species has been legally listed, the affected landowners contacted and the recovery team formed, the recovery planning process will begin formally. Some recovery activities may already be under way for the species; these activities would need to be co-ordinated and linked to recovery objectives to avoid duplication of effort, to focus efforts on conservation priorities and to identify gaps in knowledge and response.

3. Recovery Strategy--Scientific Baseline Information

The first part of the two-part recovery plan is the recovery strategy. It defines the long-term goal and short-term objectives for recovering the species, based on available scientific baseline information. The recovery team will be responsible for developing a draft recovery strategy within one year of listing for an endangered species and within two years of listing for a threatened species. The recovery team will bring together the best available scientific, Aboriginal traditional and community/landowner knowledge of a species to assess the conservation threats and the ecological needs for its survival.



In the recovery strategy, the recovery team will:

- describe the species and its needs;
- identify the threats to survival of the species;
- identify the species' critical habitat unless it is not possible to do so (as discussed below);
- where critical habitat is identified, provide examples of activities that are likely to result in its destruction;
- set the goals, objectives and approaches for the recovery of the species;
- identify information gaps that should be addressed; and
- state when one or more action plans relating to the strategy will be completed.

In this way, the recovery strategy will create a scientific baseline and framework for the recovery activities to be undertaken over time. Where appropriate, a recovery strategy will adopt a multi-species or ecosystem approach. This may be especially relevant for aquatic species.

If a recovery strategy indicates recovery is not biologically or technically feasible (e.g., where individuals of the species have not been seen for many years) there will be a description of the species, its needs, its habitat and the reasons why recovery is not feasible. The basic prohibitions against harming individuals of the species or destruction of its residence would continue to apply.

Recovery strategies will be posted on the SARA public registry for a 90-day comment period. Any comments received will be considered before the strategy is finalized, for approval by the Minister with responsibility for the species.

Recovery plans already in place or under development, such as plans through the RENEW program or those prepared in several jurisdictions for fish and forest species, may be posted on the public registry and approved by the Minister with responsibility for the species as meeting the requirements of SARA.

Recovery strategies will be updated within five years of publication. They will be flexible to accommodate new information that might affect the approach. Any amendments will be included in the public registry.

4. Action Plan--Opportunities for Direct Involvement

The second part of recovery planning, the action plan, is an outline of projects or activities that will meet the objectives outlined in the recovery strategy. The recovery team (the same one that developed the strategy) will co-ordinate development of one or more action plans in co-operation with interested parties. Aboriginal people, landowners, resource users, conservation organizations and others interested in on-the-ground actions to benefit species at risk will be directly involved in the process, participating in planning with the core recovery team members.

Action plans will include:

- an identification of the species' critical habitat (unless it is not possible to do so) and examples of activities that are likely to affect it;
- proposed measures for protecting the critical habitat;
- identification of any portions of the critical habitat that have not been protected;
- a statement of the steps for implementing the recovery strategy and when they are to take place; and
- an evaluation of the socio-economic costs of the action plan and any implementation benefits.

Small groups of people may be organized to perform specific recovery activities under the umbrella of the recovery team. Projects could include, for example, population surveys and monitoring; habitat enhancement and restoration projects; public awareness and education campaigns; ecological, physiological or toxicological studies; and captive breeding and reintroduction of species. It will not be necessary to wait for completion and approval of the action plan to begin implementing some of these projects.

Since resources are not infinite, priorities will be established for recovery actions. Recovery action planning will take account of local and socio-economic conditions as well as species conservation needs.

When completed, a copy of the action plan will be included in the public registry. Like the recovery strategy, an action plan will be a dynamic document that can be regularly modified. The five-year update of the recovery strategy will provide an opportunity to compile and evaluate all new information to guide the next five years of planning and action.

Critical Habitat

Recovery strategies will identify as much critical habitat of a species (the habitat necessary for its survival or recovery) as is possible. If habitat information is incomplete, that identification will continue during the action planning process.

When a landowner is notified that some or all of a species' critical habitat occurs on his or her land, there are a number of ways to respond. Often, no changes in land use practices will be required, because the presence of the species would typically indicate good existing practices. If the landowner plans to change from this positive land use, a government representative will attempt to reach a voluntary agreement with the landowner. Preventative measures emphasizing stewardship and financial or other incentives will often provide the greatest level of protection for wildlife habitat.

Conservation actions by landowners and land users to protect critical habitat will be encouraged and funded through the Stewardship Program. The program will enhance existing, and encourage new, conservation activities that foster land use practices that maintain habitat critical to the survival and recovery of threatened or endangered species as identified in recovery planning. To prevent wildlife species from becoming at risk, the program will also contribute to the implementation of management plans for species of conservation concern. Stewardship funding will be accessed through conservation and funding agreements provided for in SARA.

The Critical Habitat Safety Net

When the recovery process identifies a certain habitat area as critical for a species' survival and recovery, each jurisdiction has a responsibility to protect the identified critical habitat. Stewardship and incentive measures will be the primary and

preferred means for protecting critical habitat. Where such measures are impossible or not feasible, each jurisdiction, using legislation or regulation, must protect the critical habitat. The federal government will protect critical habitat on federal land, and the provinces and territories have agreed under the Accord for the Protection of Species at Risk to protect critical habitat within their jurisdictions.

When not protected by the provinces or territories, the Minister has the authority to recommend to the Governor-in-Council an order to prohibit destruction of any designated critical habitat of a threatened or endangered species on non-federal land. SARA will enable compensation to be paid to individuals, organizations, Aboriginal peoples, or businesses for losses suffered as a result of any extraordinary or unfair impact when it is necessary to prohibit destruction of critical habitat.

Where required, interim habitat protection will also be available for a listed species facing imminent threats to its survival or recovery through a ministerial recommendation to the Governor-in-Council to issue an emergency order against destruction of its habitat.

Management Plans for Species of Special Concern

SARA will require preparation of management plans for species listed as being of special concern within three years of listing. A management plan differs from a recovery strategy/action plan. It sets goals and objectives for maintaining sustainable population levels of one or more species that are particularly sensitive to environmental factors, but which are not in danger of becoming extinct.

Management plans will be prepared in co-operation and consultation with affected provinces, territories, wildlife management boards, Aboriginal peoples and other stakeholders. Whenever possible, these management plans will be prepared for multiple species on an ecosystem or landscape level. Management plans for species designated as being of special concern could be incorporated into existing conservation plans such as the Great Lakes Action Plan, Saint Lawrence Vision 2000 and the Georgia Basin Ecosystem Initiative.

Where Can I Get More Information on Recovery of Species?

A public registry will be established under SARA as the main source of information related to the Act, including information on species recovery. The registry will be developed and maintained by the Canadian Wildlife Service at Environment Canada. It will include information on aspects of protecting species at risk including listing, recovery and species-specific information.

The public registry and the Recovery Secretariat established to support the recovery planning process will provide recovery information such as:

- guidelines for the development of a recovery strategy;
- annual reports on recovery progress;
- recovery newsletters;
- draft recovery strategies;
- approved recovery strategies;
- recovery action plans;
- annual reports to Parliament; and
- five-year progress reports.

In addition, the federal government will continue to provide education and outreach through such means as publications, posters and information sessions.

For more information: ***www.ec.gc.ca***

RECOVERY STORIES--A MEASURE OF SUCCESS

There have been a number of successes over the years in the recovery of species at risk, thanks to recovery efforts by governments, stakeholders, organizations and individuals. Here is a selection of stories about those successes.

Swift Fox

The Swift Fox, about the size of a house cat, is the smallest member of the North American wild dog family. Named because of its speed, a Swift Fox can keep pace with a jackrabbit at speeds of more than 60 km/h. Swift Foxes were once common all over the Canadian grasslands of Manitoba, Saskatchewan and Alberta. Hunting, loss of habitat, accidental trapping during predator control programs, and severe winters and droughts all contributed to the disappearance of the Swift Fox from Canada in the early 1900s. In 1978, the Committee on the Status of Endangered Wildlife in Canada (COSEWIC) formally designated the Swift Fox as an extirpated species (meaning that it is extinct in the wild in Canada but occurs elsewhere).

In 1983, a program was initiated to reintroduce the Swift Fox to parts of its former range in Canada. Since then, over 800 animals raised in captivity from American breeding stock have been released. Despite bad weather and the presence of natural predators such as coyotes, bobcats and eagles, many have survived and have begun reproducing in the wild. In 1996, the Canadian population of Swift Foxes in the wild was estimated at 289, mostly on the Saskatchewan-Alberta border. Additional habitats are being identified, and release programs are continuing. The designation of the Swift Fox was upgraded in 1998 from extirpated to endangered, marking only the 16th time in 20 years that the status of a species has been upgraded. The long-term goal of the Swift Fox recovery program is to ensure that it is re-established in two distinct areas with a total population of 420 by the year 2000, so that its status can be downgraded to threatened from endangered.

Trumpeter Swan

Pure-white feathers, jet-black bill and elongated neck give the Trumpeter Swan its breath-taking elegance. Known for its down and feathers, the species was also hunted at the beginning of the century for its meat. In 1933, there were only 127 breeding pairs left in North America. Many governments and groups have worked over the years to stave off extinction. By 1978, recovery efforts had pushed population numbers to about 5,400. Nonetheless, COSEWIC listed the species as vulnerable that year because most

of the population was crowded into a relatively small wintering area in the western United States. Fortunately, by 1996, the Pacific coast population had fared well and the worldwide population had grown to almost 20,000. The listing has since been changed to not at risk. In Canada, the Comox Valley in British Columbia is now the winter home to about a 10th of the world population. And near Midland, Ontario, Wye Marsh was the site of the first southern Ontario nesting of Trumpeter Swans in over 200 years. Protected under the Migratory Birds Convention of 1916, the Trumpeter Swan is now protected under the federal Migratory Birds Convention Act.

Ferruginous Hawk

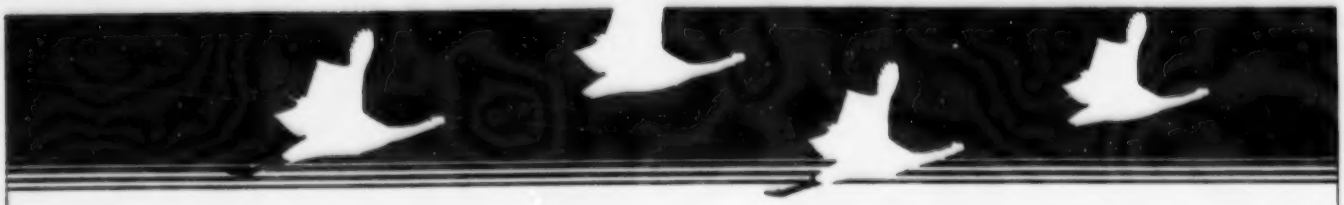
A wooden platform attached to the top of a tall pole sticks out in the prairie landscape. These simple structures provide the kind of high perch in an open area that the Ferruginous Hawk loves for nesting, and they have played an important role in the return of the Ferruginous Hawk to Canada. The artificial nesting sites are one of a series of projects that have helped to stabilize the population of the raptor. The recovery efforts have involved the three prairie provinces, the federal government, prairie farmers, ranchers and mining companies. There has also been international co-operation with the United States on winter habitat degradation.

COSEWIC listed the Ferruginous Hawk as threatened in 1989. Recovery efforts were quick and effective, and by 1995 the status had been upgraded to vulnerable. Although the hawk is still sensitive to human activities and natural events, its population is much more stable. There are an estimated 2,000 to 4,000 breeding pairs in existence, compared with the 500 to 1,500 of 15 years ago. (Ferruginous, incidentally, comes from the Latin word for rust . . . the hawks have rusty-brown coloured feathers.)

Peregrine Falcon

Once flown by royalty, regal and fierce in appearance, and capable of diving for prey at speeds of up to 320 km/h, the Peregrine Falcon has captured the imagination of bird lovers and naturalists across Canada and the United States. In the mid-1930s, it was estimated that there were 1,000 nesting pairs in North America. Widespread use of the pesticide DDT in the 1950s and 1960s, however, reduced their numbers in Canada to 34 nesting pairs by 1975. They were designated as endangered in Canada in 1978. Since then, although the Peregrine Falcon has become almost synonymous with endangered species, conservation and recovery efforts have shown remarkable results.

Since the use of DDT was discontinued in Canada, Peregrine Falcon populations have recovered with help from an aggressive captive breeding and release program. More than 1,500 young falcons have been released over the last 25 years. Peregrine populations have been re-established in almost every geographic region of Canada that



has historically had Peregrines. The Okanagan Valley in British Columbia is an exception. It is now estimated there are close to 500 breeding pairs in Canada,

including 85 in southern Canada, where nests can be found on skyscrapers in cities such as Montreal, Toronto, Hamilton and Winnipeg. Members of the public have been able to follow the progress of recovery efforts through falcon watch centres set up in several cities where nests have been established, and through closed-circuit video feeds and daily updates posted on the Internet (see ***www.peregrine-foundation.ca*** for more information).

The *anatum* subspecies was recently downlisted from endangered to threatened.

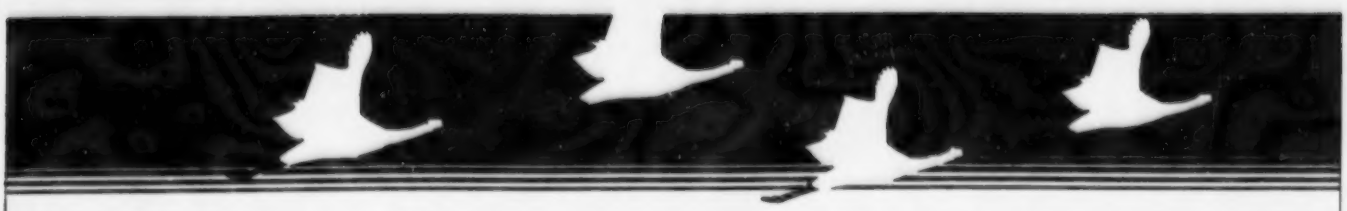
Whooping Crane

Whooping Cranes are the tallest birds in North America. An adult male stands 1.5 m tall and has a wingspan up to 2.5 m. Historically, Whooping Cranes were found throughout much of central and western North America, although they were never very numerous. In the late 1800s, when accurate population estimates were first available, there were approximately 1,500 birds. Most of the breeding population was concentrated in the aspen parkland and prairie regions of western Canada and the United States.

In the late 1800s, populations began to decrease because of indiscriminate shooting, egg collection, habitat disturbance and the draining of large, isolated marshes, which the cranes frequented. In 1941, there were only 21 wild birds and two captives remaining. COSEWIC formally designated the Whooping Crane as an endangered species in 1978.

The Whooping Crane's breeding grounds are located in Wood Buffalo National Park in the Northwest Territories. The cranes migrate south to their wintering grounds in Aransas National Refuge in South Texas. The recovery plan has involved protecting their habitat, establishing a captive breeding program, conducting research into potential new reintroduction sites for captive-raised Whooping Cranes, and teaching the captive-raised cranes to migrate with the use of a "guide bird" population. Efforts are also under way to establish a new Whooping Crane population on the Prairies.

At last count in 1997, there were approximately 182 birds in the wild, including 49 nesting pairs. The species remains on the endangered list and still faces many threats, mainly along their migration route where they often collide with power lines. The annual migration of Whooping Cranes is carefully monitored by scientists. Members of the public who observe them during their migration on the Prairies and elsewhere in Canada are encouraged to call the Canadian Wildlife Service toll free at (306) 975-5595 to report their location.



Wood Bison

Recovery of endangered species is not an activity limited to the latter half of this century. Lawmakers as early as 1877 realized that buffalo had been over-hunted and passed the Buffalo Protection Act. Unfortunately, enforcement of the Act was not strong enough, and numbers of Wood Bison dwindled drastically. From an estimated 186,000 in 1800, there were about 250 animals left in 1900. Fortunately, enforcement efforts in support of the Act increased, and now, some 100 years later, the Wood Bison is returning to healthier numbers.

The Wood Bison is also known as the wood buffalo and is a uniquely Canadian animal. Approximately 1,800 live in seven wild, free-ranging herds under government management. COSEWIC listed the Wood Bison as endangered in 1978 and downlisted the species to threatened in 1988 in recognition of the progress that had been made in recovery efforts. The long-term health of the species is being ensured through the work of a recovery team established in 1990.

Recovery Stories--A Work in Progress

A number of recovery efforts are currently under way. The following stories highlight some of those efforts.

Vancouver Island Marmot

As its name suggests, the Vancouver Island Marmot is found only in British Columbia, on a few of the higher mountains on Vancouver Island. The species was discovered in 1910. Since then human activities including logging, mining, ski developments and hunting have damaged their habitat. The Vancouver Island Marmot was listed as endangered in 1979. The total population was estimated to be no more than 150 in 1997, and a 1998 estimate places the number of adults at about 50. The exact causes of the population decline are not known, but are believed to include loss of habitat, disease, natural predation and logging operations.

Ironically, it appears that logging helps create short-term habitats for the species, and new colonies have been found in areas that have been clear-cut. However, scientists do not believe that these habitats can support healthy marmot populations in the long term. This is a concern, since the majority of marmot colonies are situated within privately owned lands that have been logged. It is estimated that 90% of the population is found within an area of 150 km^2, making the species extremely vulnerable to disease or fire.

The Vancouver Island Marmot is the largest member of the squirrel family. Adults typically grow to the size of a large cat (about 5 to 7 kg). They live in an elaborate system of underground tunnels and hibernate in winter. A colony usually consists of two to six adults, plus the young. Marmots generally breed every other year after the age of three, with a typical litter size of three or four. They feed on grasses and flowers.

There is widespread support for the work of the Vancouver Island Marmot recovery team in British Columbia. The provincial government and the forestry company MacMillan Bloedel have committed a total of $2 million to support recovery efforts. It is estimated that implementation of the proposed recovery plan will cost $3.5 million over five years. Fund-raising efforts are continuing.

The recovery proposal includes a ban on further habitat disturbances, complete protection from hunting and a ban on scientific collecting. A dedicated breeding facility is planned for Vancouver Island. Six marmots in a captive breeding program at the Metro Toronto Zoo since 1997 have yet to reproduce. The long-term goal of the recovery plan is to establish populations of the Vancouver Island Marmot in three distinct areas of the island.

Burrowing Owl

The Burrowing Owl is unique among Canadian raptors because it nests and roosts in burrows abandoned by one of its primary predators, the badger. The species lives on grassland habitat where it can nest in an open area surrounded by short vegetation and where there is enough vegetative cover for sufficient prey.

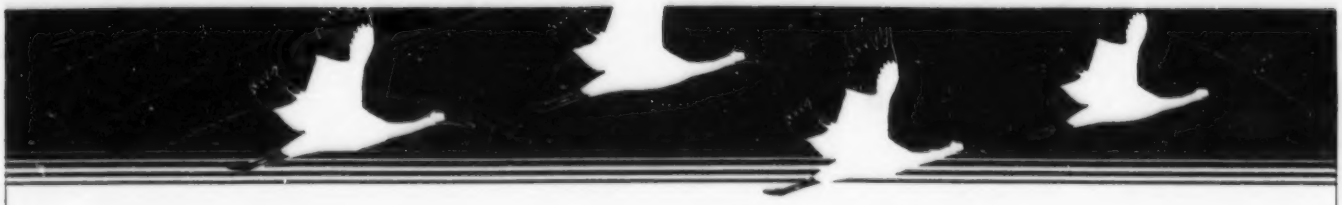
Burrowing Owl populations have declined dramatically over the past decade despite recovery efforts across Canada's four western provinces. The species is no longer found in British Columbia, populations have declined by about 16% annually in Alberta and Saskatchewan, and numbers are extremely low in Manitoba. Formally listed as an endangered species in 1995, only about 1,000 breeding pairs are estimated to remain in Canada.

The causes of the population decline are not clearly understood but are thought to include general degradation of nesting habitat, an abundance of natural predators, pesticide use, collisions with vehicles and limited food supply.

Over 700 farmers, ranchers and other rural property owners in Saskatchewan and Alberta are involved in efforts to protect Burrowing Owl nest sites. Operation Burrowing Owl, which was established in 1987 by the Saskatchewan government, protects over 50,000 ha of nesting habitat.

The Burrowing Owl recovery plan also includes a ban on the use of the pesticide carbofuran within 250 m of owl nest sites. In the Regina area, a study is helping to increase the number of young owls through the placement of predator-proof artificial nest boxes and the provision of supplemental food to nesting owls. Research is also being conducted to investigate the factors affecting owls between the time the young first leave their nests and the time they leave for their wintering grounds.

New studies will investigate the food supply and male foraging habits to determine why over half the young starve and do not leave the nest. Scientists have also been conducting research in Mexico since 1989 to identify and understand the wintering grounds of the Burrowing Owl. Wintering grounds in South Texas have also been identified and are being studied.



Harlequin Duck

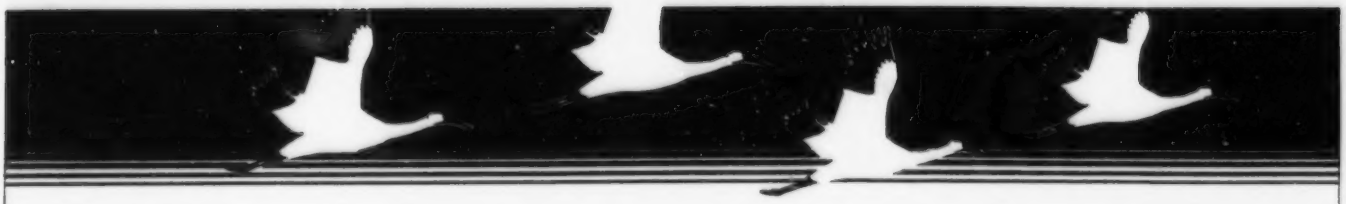
The Harlequin Duck is a small, colourful sea duck found on the east and west coasts of Canada and the United States. While the western population is healthy, the eastern population of the Harlequin Duck was listed as endangered in 1990. About 1,500 remain on the Atlantic coast, down from a historical population estimated at between 5,000 and 10,000 birds.

During most of the year, the Harlequin Duck can be found along the northeastern Atlantic coast. In the spring, they move inland, where they breed along fast-flowing rivers and streams. Their primary wintering grounds are along the coast of Maine, although they can also be found along the rugged coasts of Newfoundland and Nova Scotia, in New Brunswick's Bay of Fundy, and as far south as Chesapeake Bay in Virginia.

A number of factors keep populations low. Females do not reach sexual maturity until they are two or three years old, and in some years fewer than half the females are thought to nest. Breeding grounds have become less abundant because of hydroelectric developments, which have caused some rapids to be stilled behind hydro dams. Mining and forestry operations and the construction of access roads have also diminished nesting grounds in once-remote areas.

The Harlequin Duck also faces threats in its wintering areas, including oil spills, pollution, insect control programs and other human disturbance. Even though hunting of the species is prohibited, many ducks are thought to be killed accidentally by hunters, since females and immature birds are difficult to differentiate from many legally hunted species.

A recovery plan for the species was completed in 1995. It includes stricter enforcement of hunting bans, educational programs to help hunters identify the Harlequin Duck, protecting and enhancing habitat and developing environmentally sustainable plans for major disruptions (such as hydroelectric developments and mines) in the duck's habitat.



American Marten (Newfoundland population)

Since the Newfoundland population of the American marten was designated as threatened in 1986, its population has declined by 50%. As a result, the marten's status was upgraded to endangered in 1996. Although the marten can be found in coniferous forests throughout most of Canada, it is estimated that only about 300 remain in Newfoundland.

The American Marten is a small, weasel-like animal with a long, bushy tail. It lives mainly in trees and feeds on squirrels, rabbits, birds, mice, eggs, berries, seeds and honey. The species was once found throughout Newfoundland; however, logging operations and forest fires have destroyed its habitats in many parts of the province. Historically, the American Marten was trapped for its valuable pelt. Even though trapping was discontinued in 1934, many martens have been accidentally snared in traps laid for hares, mink and other species. The marten is now found only in some forests in the western part of Newfoundland.

The long-term goal of the marten recovery plan is to establish or maintain three distinct populations of at least 50 animals each in Newfoundland, and to ensure they do not become extinct at Little Grand Lake.

Wildlife managers have worked with trappers to design new snares for mink and hares that do not trap martens. New forestry management programs have been introduced into the marten's range, and a captive breeding program has been established. A second marten population has been established in Terra Nova, in the eastern part of the province, although the population is still too small to ensure its long-term survival. Additional research is being carried out to assess the potential for future habitats. Studies are also being conducted to determine whether it is possible to increase the marten's prey base.

Although progress on the marten recovery plan has been slow and difficult, public education efforts have been successful in raising awareness of the threats faced by the species. The marten has become a flagship species for local environmental groups.

Eastern Massasauga Rattlesnake

Rattlesnakes have never enjoyed a positive public image, and the fear of snakebite has prompted many people to kill them indiscriminately. In Wisconsin, a $5 bounty was paid for Eastern Massasauga Rattlesnake tails until 1975. Deliberate extermination is less of a concern in Canada, where the loss of suitable habitat because of land clearing and wetland drainage led to designation of the Eastern Massasauga Rattlesnake as threatened in 1991.

The Eastern Massasauga Rattlesnake is found only in Ontario, in four distinct areas: on the northeastern shores of Georgian Bay, on the Bruce Peninsula, in the Wainfleet Marsh near Port Colbourne and at the Ojibway Prairie complex in Windsor. They frequent low swampy areas and feed largely on frogs and mice. They are legally protected under Ontario's Game and Fish Act.

Part of the challenge for scientists developing a recovery plan for this rattlesnake is to estimate the number of rattlers in the wild in Ontario. The only local population estimate available is for Killbear Provincial Park on Georgian Bay, where about 250 snakes are believed to live. Research has also been conducted on habitat use and the effects of human disturbance on Massasaugas. Monitoring programs are ongoing to determine populations and characteristics of the Massasauga rattler.

The other great challenge facing wildlife managers is one of public education to help people overcome their fear of rattlesnakes. Ironically, research has shown that the Eastern Massasauga usually remains still when threatened, and it is extremely difficult to provoke it to strike. The Metro Toronto Zoo, Parks Canada, Killbear Provincial Park, the Ojibway Nature Centre and Science North in Sudbury have all been involved in increasing public awareness. Campaigns have targeted areas near Massasauga habitats and have included posters, videos and classroom kits.

The draft recovery plan includes additional research on habitat and population and the establishment of an Internet-based network to allow scientists to share information more effectively. Populations will be monitored and managed to reduce vulnerability, and a network of "snake safe"or "Massasauga friendly" zones will be established across all population regions. The possibility of introducing the snake to new currently unoccupied areas is also being studied. The recovery plan's goal is to stabilize populations, but officials do not believe successful implementation of the plan will result in downlisting of the Eastern Massasauga Rattlesnake.

For more information: ***www.ec.gc.ca***

BACKGROUNDER

Ecological Gifts

Ecological gifts, first introduced in 1995, have become a valuable tool in conserving threatened habitats and biodiversity across Canada. The new measures announced in Budget 2000 will further enhance this legislative tool. This initiative increases the financial incentives for private landowners and corporations to donate ecologically sensitive lands to conservation organizations and to get more involved in the stewardship of these lands.

The Existing Program

Administered by Environment Canada, the Ecological Gifts Program promotes the donation of privately held lands certified as ecologically sensitive anywhere in Canada. This program deals with the donation of lands and conservation easements or covenants owned by private citizens or corporations. Recipient agencies may be municipalities, Crown agencies and any one of about 125 non-government environmental charities including land trusts and conservancies across Canada. The success of this program will continue to rest on its partnership nature with the provincial and territorial governments.

Established under the Income Tax Act of Canada in 1995, this program has fostered over 155 ecological gifts covering a total land area of 12,700 ha of ecologically important land in Ontario, Saskatchewan, Alberta, British Columbia, Quebec, Prince Edward Island, Nova Scotia and New Brunswick.

This program results in the protection of habitats critically important to wildlife. Donors have identified that the habitats of species at risk are present on about one third of these gifted lands. To date over 49% of the gifts have included sensitive wetlands, 25% are prairie grasslands, 37% are forested habitats, 21% are riverine and riparian habitats, and 7% include coastal and shoreline properties. The lands donated in 36% of the cases are habitats used by

waterfowl and shore birds in their great continental migrations each year, and16% are donations of critical fish or amphibian aquatic habitat. Many sites are recognized as having national or international significance.

Donors of land have received a tax receipt for the value of each gift, thus resulting in reduced federal and provincial income taxes. In 1995, donors of ecologically sensitive land were exempted from net income limits on tax assistance for donations. However, accrued capital gains on these gifts are subject to tax in the year of donation. Many Canadians have urged the federal government to encourage more donations through further tax assistance noting this would increase participation in this worthwhile venture.

The Increased Tax Incentive

Under the new provisions of Budget 2000, all ecological gifts will now benefit from a 50% reduction of the normal portion of capital gains that are subject to tax. This will mean that only one third of any deemed capital gain associated with a donation will be taxable.

Henceforth, donors of ecological gifts will be required to submit appraisals performed by independent, accredited appraisers. The fair market value for tax purposes will be determined by the Minister of the Environment through a new procedure, which will be established in the near future, to ensure the certainty of the value of ecological gifts. This process for review and appraisal of value may be similar to that which already exists for gifts of cultural property.

The Panel

Wishing to build on the existing co-operation and participation of provincial and non-governmental agencies, the Minister of the Environment will soon establish a panel of experts to provide advice on the design and implementation of the appraisal review and certification process.

For more information: ***www.ec.gc.ca***

BACKGROUNDER

COSEWIC

What Is COSEWIC?

COSEWIC (the Committee on the Status of Endangered Wildlife in Canada) has provided advice to governments on the status of wildlife species in Canada for the past 22 years. Its work is highly valued and respected.

COSEWIC will be established for the first time as a legal entity by the Species at Risk Act (SARA), and it will report to the newly established Canadian Endangered Species Conservation Council (the Council). Operations will continue at arm's length from governments in the assessment process, as COSEWIC maintains its impartial scientific and expert judgment.

The main function of COSEWIC is to assess the level of risk extinction for wildlife species based on the best available scientific, Aboriginal traditional and community knowledge on the status of these species. This assessment will be based on biological factors and use rigorous assessment criteria, followed by classification into categories based on level of risk. COSEWIC's assessments of the status of species will be published in a public registry established by SARA.

Who Participates on COSEWIC?

COSEWIC will be composed of professional scientists and experts with Aboriginal traditional knowledge and community knowledge who meet the credentials established by COSEWIC for membership. These members will be drawn from universities, government departments, wildlife management boards, Aboriginal organizations, museums, non-governmental organizations and others with expertise in the conservation of wildlife species in Canada.

Appointed by the Minister of the Environment after consultation with the Council and appropriate experts, COSEWIC will consist of 29 voting members. Each member may designate an alternate, and all must have expertise in the relevant scientific fields and/or Aboriginal traditional and/or community knowledge.

The Minister responsible for wildlife conservation in each of the provinces and territories will nominate 13 members. The members may be drawn from government or from any organization within a province or territory. Four members will be chosen from federal organizations—the Canadian Wildlife Service, Fisheries and Oceans Canada, the Canadian Parks Agency and the Federal Biosystematics Partnership. Eight members will be the chairs of the Species Specialist Groups (SSGs) established by COSEWIC.

Species Specialist Groups include those for birds, mammals, plants, reptiles and amphibians, marine fish, marine mammals, freshwater fish and invertebrates.

An additional Specialist Group will include experts with Aboriginal traditional knowledge, who will be selected through consultation between COSEWIC and Aboriginal organizations. These members will then select a chair who will sit as a member of COSEWIC.

The remaining three non-government seats at large will be selected from among candidates nominated through a publicly advertised search process or from non-governmental organizations such as environmental organizations, sectoral industry organizations (forestry, agriculture) or other appropriate experts. A short list of nominees will be compiled for review and approval by the Council.

COSEWIC will operate with an open and transparent process. The scientists or other experts on COSEWIC are there to represent their expertise on Canada's wild species, as well as all the regions of Canada, regardless of the organization or company for which they work.

How Does COSEWIC Assess the Status of a Species?

The COSEWIC process assesses the status of wildlife species using the best available scientific, Aboriginal traditional and community knowledge. Species are chosen for assessment from the results of ongoing monitoring of the general status of wildlife species in Canada, various international assessment processes—including the World Conservation Union (IUCN), the Convention on International Trade in Endangered Species (CITES), and the Nature Conservancy ranking scheme—and recommendations by experts.

There are four main steps in the COSEWIC listing process: 1) determining the eligibility of species, 2) choosing species and assigning priorities, 3) assessing the risk of extinction, and 4) publication of COSEWIC's assessments with scientific rationale.

1. Eligibility of Species

To determine whether a species is eligible for assessment, COSEWIC looks at four questions:

I. Is it a taxonomically valid species, subspecies/variety or population according to taxonomical experts?

II. Is it a species native to Canada (either naturally occurring or having persisted here for at least 50 years)?

III. Is it a species of regular occurrence in Canada, not an accidental visitor?

IV. If it is a non-resident or migratory species, does it require Canadian lands or waters for a key part of its life cycle?

When a species, subspecies/variety or population comes up for possible consideration, the COSEWIC SSGs will apply the above-mentioned criteria to ensure it is eligible for listing prior to assessing its status.

2) Lists of Candidate Species and Priorities

Lists of candidate species will be developed by the SSGs from among eligible species that may be at risk according to monitoring of wildlife status by government jurisdictions, international assessments or expert knowledge. The SSGs will be assisted by the General Status of Wild Species in Canada project under the Accord for the Protection of Species at Risk, which will generate lists of species that may be at risk based on evaluations conducted by provinces, territories and the federal government. The SSGs will produce a list of species to be considered for assessment, based on factors such as population size and distribution, geographic range, sensitivity to human activities and threats.

3) Assessing Risk of Extinction

When a decision has been made to assess a species, the appropriate SSG will commission reports on the status of the species. Status reports will follow precise guidelines specifying the types of information that need to be included for assessment purposes. Status reports will normally take up to two years to prepare from the time that they are commissioned to the time they are considered by COSEWIC. The status report will be used by COSEWIC to assign the species to one of seven categories: extinct, extirpated (species no longer present in the wild in Canada), endangered, threatened, special concern, species not at risk and data deficient.

A number of objective criteria based on numeric data are used for classifying species into categories, especially to designate species as threatened or endangered.

Review of Status Reports

Two kinds of status reports can be prepared for review by COSEWIC: a) those commissioned by COSEWIC and b) those prepared by any person and submitted to COSEWIC for its consideration. However, in both cases, the form and content of a status report must include the necessary information to enable COSEWIC to make its assessment with regard to classifying species at risk.

a) Status reports commissioned by COSEWIC

The SSGs will commission status reports from the list of identified species. Once a draft status report is prepared by the commissioned author, the report will be reviewed by the

relevant SSG. After this review, the report will be forwarded to the appropriate jurisdictional body, including wildlife management boards established under comprehensive land claims agreements, for its review. The report will be distributed at least six months in advance of the COSEWIC meeting. After reviewing any new information provided by jurisdictions, the chair of the SSG concerned will recommend a category of risk based on an evaluation of the report findings against the new criteria. The report with the proposed category of risk will then be distributed to all members of COSEWIC for review and evaluation at least two months before the next COSEWIC meeting. At the meeting, COSEWIC will evaluate the report and recommend a status assessment for the species.

b) Status reports prepared by other persons

Unsolicited reports may also be received by the COSEWIC Secretariat from any source. If the reports meet the COSEWIC standard and guidelines, they will be forwarded to the appropriate SSG and put into the assessment process as outlined above. However, if they concern a species for which there is currently no SSG, an ad hoc subcommittee will be assembled by the chair of COSEWIC. The ad hoc group will be chaired by a member of COSEWIC.

4) Publication of the COSEWIC Assessment

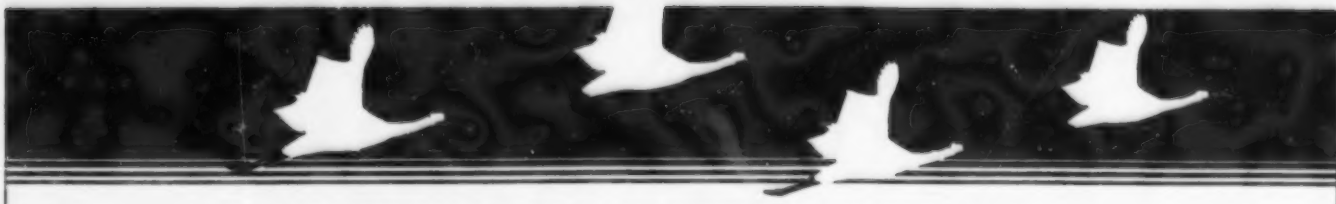
Once COSEWIC has assessed the status of a species (including identifying the major threats to the species), the assessment and the reasons for it will be provided to the Minister of the Environment and the Council and posted on the public registry. Final status reports will contain an executive summary and a technical data summary and will be available on the public registry. The entire final status report will be published as an official technical report series to be made available on request.

How Are COSEWIC Assessments Made into Law?

The COSEWIC scientific assessments will form the basis for the Minister of the Environment's recommendations to the Governor-in-Council for the List of Wildlife Species at Risk. The decision to list a species leads to the use of prohibitions on destroying the species and its residences and mandatory recovery planning. The SARA decision-making process is transparent, and it will be accountable to the public. The Minister must report annually to Parliament on COSEWIC's scientific assessments and the responses to each of them.

How Does an Emergency Listing Work?

Procedures for emergency listings under SARA will allow for immediate action when there is evidence of a rapid decline in a given species. Any person who believes that there is sufficient evidence to support an emergency listing can submit a request for emergency assessment. The minimum information required to warrant an emergency



assessment by COSEWIC must include data showing that there is a clear and imminent danger of a serious decline in the species population and/or range, or that such a decline is already in progress and will continue unless immediate corrective actions are taken. The imminent or existing threats contributing to the emergency situation should be clearly stated.

COSEWIC will provide the person who submits the request, the Council and the Minister of the Environment with a notice of its assessment. A copy of the notice will be placed in the public registry. The Minister of the Environment, if of the opinion that there is an imminent threat to the survival of a wildlife species, will be required to recommend to the Governor-in-Council that the species be listed on an emergency basis as an endangered species. COSEWIC will then begin a status report on the species immediately as a high priority.

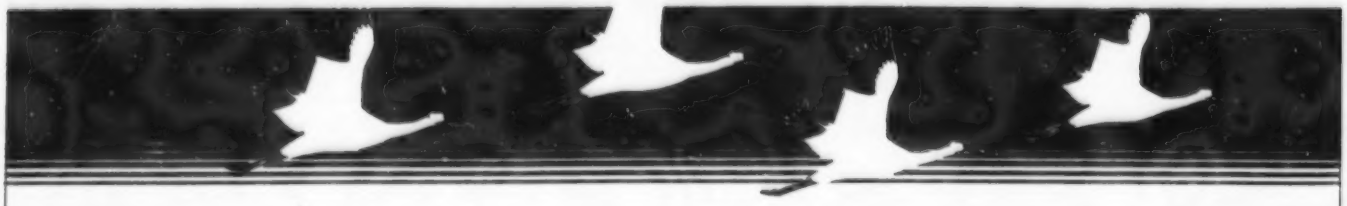
What Happens to the Existing COSEWIC List of Species at Risk?

COSEWIC has assessed the status of a number of wildlife species over the last 22 years, and it enjoys wide public support for its efforts and its assessments. However, some believe that the assessment criteria used in the past were too subjective. There is now broad agreement on new, more refined assessment criteria that COSEWIC has adopted based on the World Conservation Union (IUCN) criteria.

COSEWIC is in the process of reassessing the extirpated, threatened and endangered species on its current list against the new criteria. It is also important to update status information as some of the species have not been re-examined for many years. Moreover, COSEWIC under SARA will be required to consider community knowledge and Aboriginal traditional knowledge in making its assessments—and for most of the existing list this has not been done.

It is expected that the vast majority of these reassessments will be completed before SARA is proclaimed. The purpose is simply to update the existing COSEWIC list according to the new criteria.

Within 30 days of proclamation of the legislation, COSEWIC will report its reassessments of the extirpated, endangered or threatened species on its existing list to the public, the Minister of the Environment and the Canadian Endangered Species Conservation Council. The timeline for reporting its reassessments to the Minister may be extended for the small number of species for which COSEWIC does not have sufficient information to classify. The Minister of the Environment will have the authority to recommend the List of Wildlife Species at Risk to the Governor-in-Council, taking into account the COSEWIC reassessments. Species of special concern (vulnerable) on the existing COSEWIC list will also be reassessed, but those in the most danger must be dealt with first.



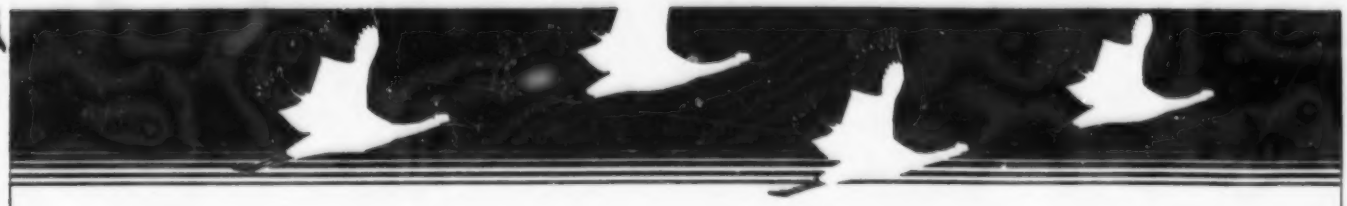
How Can I Participate?

Under SARA, an executive summary and technical data summary of status reports will be posted on the public registry. There will be an opportunity to provide input directly to the SSGs, either in writing or at their annual meetings. Various jurisdictions have a process in place that can capture additional information or comment while they review. Anyone may submit a species status report to COSEWIC, which will be evaluated by COSEWIC for consideration. Interested observers may request permission from the chair of COSEWIC to attend COSEWIC meetings if they have scientific, Aboriginal traditional or community knowledge to contribute to a particular topic of discussion.

Where Can I Get More Information on Species at Risk or on COSEWIC?

Under SARA, the main source of information related to the Act, including information on species at risk and COSEWIC, will be found in the public registry that is being developed and maintained by the Canadian Wildlife Service. It will include information on all aspects of the national endangered species program, including listing, recovery and species specific information. Through the public registry and the COSEWIC Secretariat, COSEWIC will provide information to the public including its membership, operating procedures, assessment criteria, status reports, status assessments and reasons, annual reports and information related to its emergency assessments. In addition to the public registry, the federal government will continue to provide education and outreach services to the public through publications, posters, letters, displays and information sessions.

For more information: ***www.ec.gc.ca***



BACKGROUNDER

Stewardship

Stewardship refers to the wide range of voluntary actions that Canadians take to care for the environment. Activities range from monitoring and conserving wildlife species and their habitat, to protecting and improving the quality of soil, water, air and other natural resources. These types of conservation actions--particularly those activities that provide habitat--are essential to the recovery of species at risk and to preventing other species from becoming at risk in the first place.

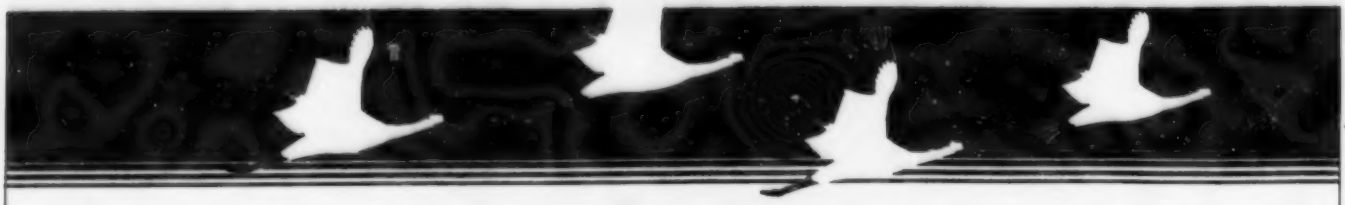
Examples of activities that Canadians, such as farmers, naturalist club members, fishing interests and resource companies, are undertaking to care for the environment and protect species at risk and their habitats include:

- protecting habitat for Burrowing Owls and reporting sightings of them;
- installing nest boxes for species such as the Eastern Bluebird, Prothonotary Warbler and the Barn Owl;
- improving habitat conditions for the Eastern Loggerhead Shrike by putting cattle into pastures where grazing is required to prevent encroachment of some plants;
- clearing habitat and protecting nesting areas for the Spiny Softshell Turtle;
- restoring fish habitat and cleaning up streams;
- developing selective fishing gear methods to reduce bycatch of species at risk; and
- assisting in the development of land use guidelines that further protect habitat for species at risk.

A variety of players make these stewardship actions possible.

Governments, both federal and provincial, have for many years assisted Canadians in protecting species and habitat. They have done so by providing scientific information and technical assistance, as well as economic incentives such as direct financial assistance and income tax reductions for donations of ecologically sensitive lands.

Non-profit organizations, such as Ducks Unlimited Canada and the Nature Conservancy of Canada, are key in making these types of activities possible by helping landowners to identify and implement stewardship actions. Their activities have been funded by the private sector, by government and by partnerships between the two.



Other partners in protecting species and their habitats include:

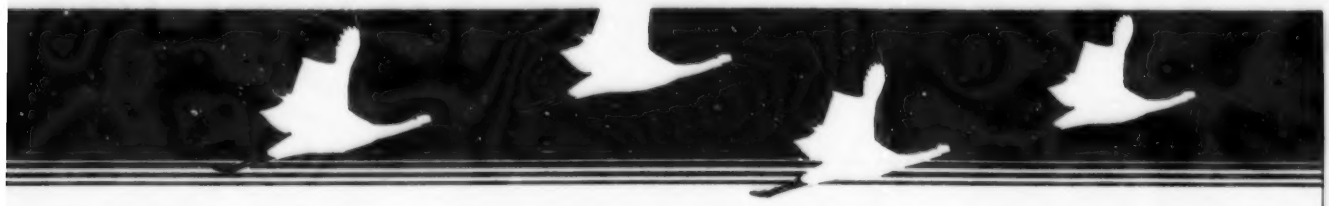
- private landowners and land users (individuals or companies);
- fishing interests (individuals or companies);
- not-for-profit organizations such as charitable and volunteer organizations, professional associations and non-governmental organizations;
- Aboriginal organizations and associations and wildlife management boards;
- educational institutions;
- local organizations such as community associations and groups, seniors' and youth groups, and service clubs;
- private individuals and companies that lease crown lands or have lease agreements or permits for resource use and exploitation; and
- municipal and local governments and public agencies.

Stewardship programs recognize that landowners and land users would like to make decisions themselves about their land management activities. Often all they need is access to information that will help them make decisions about what they can do to conserve species, access to financial assistance where the cost of action is prohibitive, and some recognition for their contributions. The evidence is clear--where these tools are available, the results for species and their habitats can be very positive.

The federal government has recognized this reality by making stewardship a cornerstone of its three-part strategy to protect species at risk. More specifically, the federal government will introduce new federal stewardship programs to help Canadians protect species and their habitats.

Stewardship Program

A portion of the $90 million that Budget 2000 is investing in a national strategy to protect species at risk over the next three years will be used for a federal stewardship program. The program will enhance existing, and encourage new, conservation activities that foster land use and resource use practices that maintain habitat critical to the survival and recovery of threatened or endangered species as identified in recovery planning. To be proactive and prevent wildlife species from becoming at risk, the program will also contribute to the implementation of management plans for species of conservation concern. There will be an increased focus on recovery of species at risk, especially over the next few years while recovery strategies and action plans are being put in place.



The stewardship program will have the following five elements:

1. The Government will increase its scientific and outreach capabilities to enable it to be more active and to better assist landowners to act appropriately and with the certainty that their actions will make a difference.

2. Once the Species at Risk Act is proclaimed, there will be more formal agreements to ensure that critical habitat is protected for use by species at risk. These agreements may take the form of conservation or funding agreements or other arrangements such as conservation easements and covenants, and they are a valuable way to promote stewardship. The Act will emphasize stewardship by recognizing that Canadians have a role to play in the conservation of wildlife and that their efforts should be encouraged and supported. It will enable conservation agreements with any government, organization or person to implement recovery strategies, action plans and management plans, including measures to protect a species' critical habitat. It will also enable conservation agreements to conserve wildlife species not at risk and to prevent them from becoming so.

3. There will be funding for the payment of contributions toward the costs of programs and measures for the conservation of wildlife species, including costs associated with activities under conservation agreements. This situation will arise most often when the cost of acting is prohibitive to landowners and land users--this is why funding is being made available to those who would shoulder an unfair financial burden in taking such actions. Funding priorities will be guided by the conservation and recovery actions described in recovery strategies, action plans and management plans.

4. The Government will increase its funding of non-profit groups so that they will be able to increase their efforts to conserve species and habitats.

5. An important contribution to the stewardship program is the Government's announcement in Budget 2000 of improved tax incentives for those wishing to donate land. The enhanced Ecological Gifts Program--a 50% reduction in taxable capital gains on donations of ecological gifts--will further promote the donation of privately owned lands certified as ecologically sensitive anywhere in the nation.

Implementation

Overall responsibility and accountability for expenditures will rest with the Minister of the Environment. In keeping with the principles of the Accord for the Protection of Species at Risk, federal stewardship activities will be implemented in partnership with the provinces and territories. In addition, the roles of the Aboriginal peoples of Canada and of the wildlife management boards established under land claims agreements in the conservation of wildlife will be recognized and respected.

Habitat stewardship activities will be most effective if they are co-ordinated and implemented regionally and locally, and in partnership with provinces and territories, Aboriginal peoples, wildlife conservation organizations, resource sectors, organizations representing landowners and users, and municipalities. A priority will be to ensure that the most efficient use is made of existing bodies to minimize the establishment of new committees or working groups.

A co-ordinated regional approach is essential given the diversity and complexity of the challenges associated with habitat conservation. Much of the remaining habitat for species at risk is found on private, provincial crown, municipal and Aboriginal lands.

Habitat joint ventures under the North American Waterfowl Management Plan may provide a model for the co-operation and multiple stakeholder participation necessary to address this diversity and complexity. It is a model that would ensure that the implementation of the habitat elements of recovery strategies and action plans, management plans for species of special concern and conservation plans for other species are co-ordinated and integrated. Landowners and land users will be able to participate by working in partnership with the stakeholders who make up the habitat joint ventures.

The approach taken to implement the stewardship program will be refined with interested parties over the next several months.

By working together and undertaking stewardship activities, we can change the way habitat is protected for the better. By directing these activities to specific places that have been identified as priority habitats, we can increase the chances of survival and recovery for many species that are already at risk or could soon become so.

Further information is available on the Environment Canada web site at:
www.ec.gc.ca.

Tabling Press Conference Speech

Speaking Notes

for

The Honourable David Anderson
Minister of the Environment

Canadian Museum of Nature

Tuesday, April 11, 2000

Check against delivery

Today I introduced Canada's new *Species at Risk Act* in the House of Commons. This legislation is the product of seven years of study, consultation, and planning.

The result is a *Species at Risk Act* that will be effective in protecting threatened or endangered species and their habitat everywhere in Canada. This legislation ensures that birds, fish mammals, plants and insects at risk will be given protection. It will also ensure that we help endangered species grow in numbers.

Protecting wildlife in Canada is not an academic exercise. The approach taken today is a balanced and practical one that recognizes that endangered species protection is not easy and requires tough choices. It recognizes that we must work together if we are going to maximize success.

This legislation is designed to work where it counts - in the fields, forests, wetlands and open waters of Canada.

Canada is home to a rich biodiversity of plants and animals. There are over 70,000 known plant and animal species, many of which are only found in this country. Given the vast size of our land, and the unique wildlife within it, we have a moral responsibility to the world -- to make sure that this precious diversity is protected.

We are losing species today at a much faster rate and that is due to human activity. Today we have at least 340 species classified as being at risk in Canada.

We must turn this trend around and ensure that species will not become extinct or endangered in Canada because of human activity. The new *Species at Risk Act* gives us the tools to do this job. It is a comprehensive, balanced and practical plan.

This Act is the fulfillment of both international and domestic commitments, including the 1992 United Nations Convention on Biological Diversity, our obligation under the 1996 Accord for the Protection of Species at Risk with the provinces and territories, and our commitments in the Red Book and in the most recent Speech From the Throne

Protecting species at risk is not something that the Government of Canada can do alone. We need the cooperation and support of all governments -- and of all Canadians -- if we are to achieve our goals. Protecting species is a responsibility of everybody in Canada.

I want to quickly outline what is proposed in this Act. The Species At Risk Act provides for:

- Independent scientific assessment through the Council on the Status of Endangered Species in Canada or COSEWIC;
- A listing process for species and their habitats based on the scientific assessment;
- Recovery strategies and programs, including incentives;
- Action plans to help species to recover to sustainable population levels; and
- Reassessment of the species to monitor progress.

When cooperative actions are not enough, the Act provides for emergency recovery provisions and the power to implement prohibitions on the killing, destruction or harm to species at risk and their habitats.

Now let me get into the details.

Under the Act, the assessment of species will be the responsibility of the Council on the Status of Endangered Wildlife in Canada or COSEWIC. COSEWIC is given legal status under this Act and continues to operate at arm's length from the federal and provincial governments.

When COSEWIC determines that a species is threatened or endangered, the COSEWIC assessment and reasons will be made public.

COSEWIC's list will be the basis for the Government's legal list of species at risk established under SARA. And once the scientific assessment has been done, the federal Government must respond with recommendations on what actions should be taken to protect species at risk. Recovery strategy and action plans must be developed. Social and economic factors will also have to be taken into account at this stage.

Governments are therefore directly accountable for assessing and developing the recovery plans and for their economic implications. Because the Act has serious consequences, it is essential that there be political accountability for such decisions.

This Act recognizes that the primary threat to species is the destruction or degradation of their habitat. Over the past two hundred years we have dramatically transformed our landscape, including the places that wildlife calls home, whether in wetlands, forests, lakes, rivers, or open fields.

Habitat issues are a threat for over 75% of the species currently listed as being at risk. Clearly, if we are going to protect species, we must protect their habitat.

The *Species at Risk Act* I have tabled today provides authority to prohibit the destruction of habitat for species in danger and if needed, emergency authority to prevent the destruction of critical habitat for endangered and threatened species anywhere in Canada.

When a species is listed as threatened or endangered, a scientific assessment will be made to identify that species' critical habitat. The Act provides authority to ensure that it is protected.

Our first line of defense will be to protect habitat through conservation and voluntary measures in cooperation with landowners, other governments and aboriginal communities. The Government of Canada will provide incentives to promote habitat conservation.

But if such measures are not enough to protect the critical habitat, and provinces or other authorities are unable to take the measures needed to protect it, the federal habitat safety net will be used to ensure that critical habitat is protected.

Where the federal safety net is used to protect habitat on private land, there are provisions under the bill for compensation for unexpected losses due to unforeseen restrictions on the normal use of the land in question. Compensation would be for losses which cause hardship for land owners and land users. The compensation provisions, however, must not create perverse incentives to inhibit voluntary habitat protection measures in hopes of receiving future compensation.

It is a question of balance. To find this balance, I am asking Professor Emeritus on Resource Economics Dr. Peter Pearse to review the issues and provide me with advice.

As I mentioned, the preferred approach for protecting habitat is not through prohibitions but through voluntary efforts. This bill recognizes that hundreds of individual landowners, local conservation organizations, aboriginal communities and others are already undertaking great work in the area of habitat conservation and species recovery. We want to encourage and build on these voluntary initiatives.

That is why the Government of Canada has committed $90 million over three years for specific incentives for people to become involved in specific programs to protect species and to help them to recover.

The Act complements provincial and territorial actions and builds on the Accord for the Protection of Species at Risk which federal, provincial, and territorial governments jointly agreed to in 1996. The Act respects and recognizes provincial and territorial responsibilities, while ensuring that at the end of the day, no species will fall between the cracks.

In order for this legislation to be effective, all affected stakeholders must also be engaged. We need land owners, conservation groups, concerned individuals, and other levels of government. A special mention must be made of the importance of aboriginal communities to this process. Many threatened or endangered species are found on aboriginal lands. Aboriginal people will be involved in SARA recovery efforts at every step, and both the assessment and recovery processes will incorporate the wisdom of aboriginal traditional and local knowledge. We will work closely with wildlife management boards established under land claims and First Nations agreements.

We know from experience that if all governments and stakeholders work together that we can help species recover. We have already made progress with species like the Swift Fox, the White Pelican, and the Peregrine falcon. We have to learn from these successful efforts, and refocus our efforts to save those species that are still in danger: species like the Beluga Whale, the Vancouver Island Marmot, the Burrowing Owl, and the Leatherback Turtle.

As a government, as citizens and stewards, our goal has got to be to do what it takes to save species *on the ground*. I am convinced that the new *Species at Risk Act* is a balanced approach and the critical first step towards that goal. Today I invite all the

members of the House of Commons and all Canadians to join me in taking this first step.